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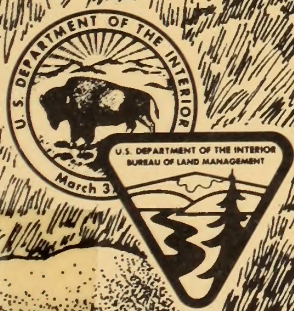


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STATE DIRECTOR GUIDANCE FOR RESOURCE MANAGEMENT PLANNING IN MONTANA AND THE DAKOTAS

MICHAEL J. PENFOLD
STATE DIRECTOR

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MONTANA STATE OFFICE
BILLINGS, MONTANA



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IN REPLY REFER TO:

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April 18, 1983

Dear Reader:

This publication is a Second Edition of the State Director Planning Guidance for Montana and the Dakotas. It contains policy and management direction for planning future uses of BLM administered lands in the three-state area.

In early January, we distributed a draft for review and comment. The comment period extended to March 1, 1983. Copies were mailed to federal, state, and local governments and Indian tribes, as well as resource users, environmental and other interest groups. The Guidance is available, upon request, to any interested citizen.

The document was developed in sections to be placed in a looseleaf binder. This allows periodic updates by replacing only those items needing revision. Those pages which were changed or extended as a result of the public review are dated to distinguish them from the unchanged draft pages.

I want to thank all who reviewed and commented upon this guidance document. I appreciate the constructive spirit of the comments and have incorporated many of the suggestions. Of 29 letters received, 20 addressed comments to the Land Pattern Review and Adjustment Section. Attitudes ranged widely from overall approval to adamant opposition. Most commenters recognized the need for some land adjustment. Those who recognized this need were fairly consistent in suggesting that:

1. Land sales be limited.
2. Possibilities for exchange or transfer to another agency be exhausted before sale is considered.
3. Lands for disposal be low in public values (particularly recreation or wildlife values).
4. Adjacent owners or existing lessees be given preference for acquisition.
5. Public involvement be extensive, including hearings before sales.

Several commenters were particularly concerned with the impact of land disposal on wildlife values and public recreation. They urged that transactions aim toward extending public holdings in high value or critical habitat areas and toward improving public access.

There was some misunderstanding of the role of State Director Guidance within the Bureau planning system. Several commenters were disturbed that the document did not identify specific tracts for disposal. It must be emphasized that for the Land Adjustment Program this document provides criteria for classifying the public lands into categories of "Retention," "Disposal," or "Further Study." The application of these criteria (the classification) takes place later during the preparation of land use plans. These land use plans are prepared with public involvement and review. Actual sale of lands identified in a plan requires an even later step called "Activity Planning." At this time a detailed report and environmental assessment is prepared on each sale tract and advance notice is issued of the sale date and terms.

A number of technical comments were provided on wildlife, grazing, recreation and mineral policies as well as state coordination and public involvement. We have examined all these suggestions and have incorporated those which improve the document and which can be accommodated under current BLM policies and capabilities.

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Denver, Colorado



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Sincerely yours,

Michael J. Penfold
State Director

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PART I — INTRODUCTION

PURPOSE

This document provides direction to Bureau of Land Management (BLM) personnel in Montana and the Dakotas to assist them in the ongoing Resource Management Planning (RMP) process. State Director Guidance is prepared in accordance with the Bureau of Land Management Planning regulations (43 CFR 1601.1-1). It extends or supplements national guidance contained in BLM Manual 1602 and 1603. Bureau Manual 1602 provides "Basic Guidance" or long term direction on the Bureau's mission, objectives, planning assumptions and certain standards. Bureau Manual 1603 is "Supplemental Guidance" which translates the general statements in Manual 1602 into more detailed policy for each program and organizational unit of the Bureau. State Director Guidance is designed to aid administrators by providing policy interpretation as needed, for our three state area. A further purpose of this guidance is to provide BLM personnel and the public with our major planning goals, priorities, and limitations.

The guidance document is intended to accommodate changing conditions through periodic reviews and annual updates. New guidance will be added as appropriate through internal as well as external input. The organization and format are designed for a quick reference to a particular subject. When desired, the reader may refer to particular areas of interest without studying the entire document.

Because the audience for this document extends beyond BLM managers and staff, some background information is included along with planning direction. The Support Programs section is exclusively background description.

REVIEWS

The guidance contained in this document will receive governmental, tribal and general public review, and its application will be reviewed through public participation in the preparation of individual plans. All proposed changes will be consistent with officially approved and adopted programs and plans of the aforementioned governmental entities in accordance with the planning regulations (43 CFR 1601.4-3).

THE PLANNING PROCESS

The Resource Management Planning process, established in September 1979 by regulation (43 CFR 1601) has objectives similar to the earlier system but employs somewhat different procedures including the following major innovations:

1. An Environmental Impact Statement is prepared on the overall plan in which several complete, reasonable resource management alternatives are assessed. These alternatives provide a range of choices from those favoring resource protection to those favoring resource production. A preferred alternative is selected and subjected to public review along with other reasonable alternatives through a draft plan/EIS. Following review of comments a final plan/EIS is published.
2. During the planning process, "planning criteria" are established to help focus the planning analysis on possible solutions to resource management issues. They are a set of tests and measures to guide plan development. The planning criteria will be available to the public to show the basis for making a given planning decision.
3. RMPs are intended to be "issue driven." Alternatives will focus on significant issues so that available effort will be concentrated in areas where it is most needed.

4. Public participation in RMPs is structured and formalized. The public will be given an opportunity to participate at specified points in the process with notification given well in advance and predetermined time frames set for response. This increases the importance of adhering to the schedule set for various stages of the plan.

Our planning schedule for the past few years has been based on several mandatory requirements which provide little room for delays or alternative strategies. These include the National Resource Defense Council (NRDC) suit (NRDC vs Morton, et al.) requirement to prepare environmental impact statements assessing the impacts of range management alternatives and decisions, the requirements for land use planning in preparation for coal leasing, and the completion of the land use planning part of the Wilderness Study process to determine suitability of identified wilderness study areas for official designation as wilderness. The original goal in the development of the RMP process was to complete RMPs for all resource areas. However, funding restrictions, or the lack of any significant planning issues may result in deferring an RMP for some resource areas.

MONTANA ORGANIZATION FOR PLANNING

In Montana, North Dakota, and South Dakota, the BLM administers approximately 8.4 million surface acres and 47 million subsurface acres. The administrative headquarters for this area is the Montana State Office (MSO) located in Billings. Management of the public lands is accomplished through four administrative districts with district offices located in Miles City, Lewistown, and Butte, Montana, and Dickinson, North Dakota. Each district is divided into smaller resource areas to facilitate on-the-ground management and day-to-day administration.

The Division of Planning and Environmental Assistance (P&EA) in the District Offices (Division of Resource Management and Operations in the Dickinson Office) is responsible for the overall planning coordination role for each district. Generally, for each RMP, a project management approach is utilized. This entails the designation of one person, a project leader, who is assigned responsibility for management and coordination of each plan. Instructions on roles and organization for projects were published in October 1981, in a document called "Project Management Guidelines for Montana."

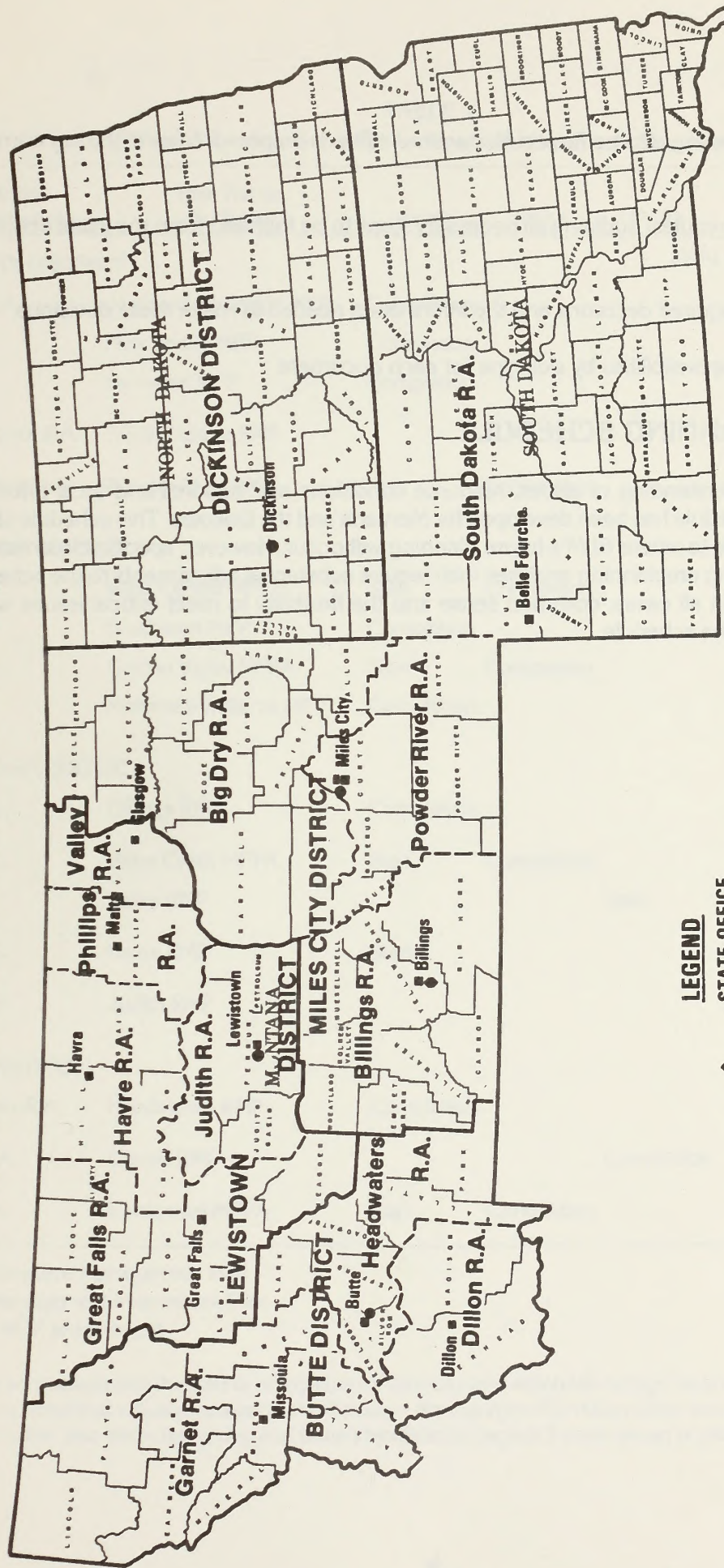
The District Office has the basic responsibility for quality control of all plans. Montana State Office Divisions of Resources, Energy & Minerals and Operations have the responsibility to assist District Offices when requested, and to assist in maintenance of overall standards.

Each major planning effort is guided by a steering committee usually consisting of the Associate District Manager, the Area Manager and the MSO Planning Coordinator. The steering committee provides management involvement, direction and insures consistency throughout the preparation of the RMP. The committee reviews and approves the RMP at each milestone during preparation before submission to the District Manager and the State Director.

The MSO Planning coordinator, as the State Director's representative on the steering committee, is responsible for ensuring that project guidance is given prior to startup of the project, coordinating the assignment of needed personnel from the MSO level and coordinating timely MSO review. He will also coordinate reviews through the steering committee for approval.

BUREAU OF LAND MANAGEMENT

DISTRICT BOUNDARIES AND OFFICE LOCATIONS (4 DISTRICTS)



LEGEND

- STATE OFFICE
- DISTRICT OFFICE
- RESOURCE AREA OFFICE
- DISTRICT BOUNDARY
- - - RESOURCE AREA BOUNDARY

For each project or planning effort, a Project Management Plan is prepared. A few of the key components of this plan are:

1. Preparation of schedules, outlining all necessary steps to be followed from the initial actions to the completion of the plan.
2. Identification of required decisions and the information needed to make these decisions.
3. Assignment of responsibilities by skill type for each document.

LONG TERM PLANNING SCHEDULE

Based on current understanding of issues, resource conditions and national and local priorities, the following planning schedule has been developed for Montana and the Dakotas. This schedule should be used as a general guide to where BLM's future planning will occur. However, specific circumstances or insight developed during preplanning analyses may require substantial adjustments to the schedule not foreseen at this time. In all cases, common sense and the flexibility to meet critical issues will direct necessary changes in the schedule.

TABLE 1
Long Term Planning Schedule — Montana, North and South Dakota

District/ Resource Area	Plan Name — Type	FY-83	FY-84	FY-85	FY-86	FY-87
MILES CITY DISTRICT						
Big Dry R.A.	Jordan-N. Rosebud MFP	Completion				
	New Prairie MFP	Completion				
	Redwater MFP	Completion				
South Dakota R.A.	South Dakota RMP				Completion	
Powder River R.A.	Powder River RMP		Completion			
DICKINSON DISTRICT						
	West Central MFPA	Start	Completion			
	Southwest MFP	Completion				
	Golden Valley MFPA	Start	Completion			
	McKenzie-Williams MFP	Completion				
LEWISTOWN DISTRICT						
Billings R.A.	Billings RMP	Completion				
Valley R.A.	Bitter Creek MFPA	Start	Completion			
	Valley RMP			Start		
Havre R.A.	Havre RMP	Start			Completion	
Judith R.A.	Judith RMP				Start	
BUTTE DISTRICT						
Headwaters R.A.	Headwaters RMP	Completion				
Garnet R.A.	Garnet RMP			Completion		
Dillon R.A.	Centennial MFPA	Start	Completion			

RMP — Resource Management Plan
MFP — Management Framework Plan
MFPA — MFP amendment

Note: The schedule shows the start or completion of various plans which fall during Fiscal years 1983 through 1987. It should be noted that actual preparation of a Resource Management Plan takes about two years; however, start up is indicated in the year when budgeting and issue identification begins 3 years ahead of plan preparation.

TABLE 1

Summary of the results of the regression analysis for the dependent variable: *Logarithm of the number of employees*

Variable	Estimated coefficient	Standard error	t-ratio	Probability > t
Constant	1.12	0.05	22.40	0.0001
Size of the firm	0.15	0.02	7.50	0.0001
Age of the firm	-0.02	0.01	-1.50	0.1350
Industry				
Food	0.05	0.03	1.50	0.1350
Textile	0.02	0.03	0.75	0.4500
Chemical	0.01	0.03	0.38	0.7000
Electrical	0.03	0.03	1.13	0.2570
Other	0.00	0.03	0.00	1.0000
Location				
Urban	0.02	0.03	0.75	0.4500
Suburban	0.01	0.03	0.38	0.7000
Rural	0.00	0.03	0.00	1.0000

Variable	Estimated coefficient	Standard error	t-ratio	Probability > t
Constant	1.12	0.05	22.40	0.0001
Size of the firm	0.15	0.02	7.50	0.0001
Age of the firm	-0.02	0.01	-1.50	0.1350
Industry				
Food	0.05	0.03	1.50	0.1350
Textile	0.02	0.03	0.75	0.4500
Chemical	0.01	0.03	0.38	0.7000
Electrical	0.03	0.03	1.13	0.2570
Other	0.00	0.03	0.00	1.0000
Location				
Urban	0.02	0.03	0.75	0.4500
Suburban	0.01	0.03	0.38	0.7000
Rural	0.00	0.03	0.00	1.0000

Source: Author's calculations based on data from the U.S. Census Bureau, *1970 Census of the United States*, Table PC80-1A, *General Characteristics of the Population*, Washington, D.C., 1972.

Note: The dependent variable is the logarithm of the number of employees. The independent variables are: size of the firm, age of the firm, industry, and location. The results show that the size of the firm is a significant determinant of the number of employees, while age, industry, and location are not.

PART II — STATE DIRECTOR'S OVERVIEW

In this edition of planning guidance we are striving to adjust to significantly reduced budgets, reduced personnel and the need to simplify procedures. We must recognize our limitations, focus on those program areas and issues which are required by law, improve our stewardship on the public lands and improve our overall management effectiveness.

The guidance provided in this document applies, for the most part, to our entire three state administrative area. Although all major programs are provided some direction, the orientation is toward resolving interdisciplinary problems and addressing the most pressing issues. Additional plan specific guidance will be developed as required. This guidance may be provided through Instruction Memoranda, or developed by the plan steering committee as problems arise. The District Manager may initiate new guidance or negotiate a variance to this guidance when he prepares his DM's "Concept of the Plan" at the start of each planning effort.

For the benefit of the Managers and staff preparing our land use plans and the publics reviewing them, I want to emphasize the following items.

ADMINISTRATIVE CONSTRAINTS

Our planning effort must be focused on important issues and national priorities. Our limited budget dictates that most plan decisions will be based upon existing inventories or available literature. New inventory will be considered only to meet legal mandates, resolve significant resource conflicts or in response to national priorities. The minerals program provides an example of new inventory required by national priorities.

Consistency, to the extent possible, with the plans and policies of other government agencies and Indian Tribes is a basic requirement for all our plans. I particularly want the Governors of our three states to be informed of our planning actions and to have the fullest opportunity for participation and review.

Our commitment to full public involvement in planning is undiminished. However, our efforts to involve the public must be more efficient and focus on specifically interested publics as well as those directly affected by our decisions. I want to foster an open but nonpromotional posture with the public. To achieve these objectives we should:

- Publicize what we are doing and how additional information can be acquired.
- Not rely on formal public meetings as the principal technique to involve the public.
- Keep our mailing lists of interested groups and individuals up to date.
- Continue our day-by-day communication with interested citizens, professional peers, interest groups, related public agencies and elected officials.
- Respond fully, clearly and promptly to requests or comments from the public.
- Keep the planning process open and visible to the public.

PLAN DECISIONS

Care must be taken to shape the decision to the appropriate level of detail for land use plans. Resource allocations should be stated as clearly as possible to facilitate but not take the place of activity planning.

Decisions must be within the authority and ability of the Bureau to accomplish. Do not make decisions we cannot implement or enforce.

We will strive to keep our renewable resources on a sustained yield basis and give priority to halting resource deterioration.

Decisions should be expressed in a manner which permits monitoring. Plan decisions should have results which are identifiable and measurable.

The kinds of decisions which I want to receive the greatest planning attention are those which may involve irreversible resource allocations. These are situations where future resource opportunities are foreclosed or adverse effects of a decision could not be reversed.

MAJOR PROGRAM THRUSTS

Because of long-term national and regional goals I want the full range of opportunities for energy and mineral resources to be considered in land use plans. Prepare plan alternatives which recognize their full potential in the context of other resource values. Our plans should facilitate sound energy and mineral development, as they have done historically for renewable resources.

Land base adjustment is also a thrust of national and regional importance. Land pattern review, land categorization and adjustment actions must be accomplished within the planning system. Our objective is to make the management of both public and private lands more efficient and effective. I particularly want these adjustments to improve public access to the public lands.

We must continue to implement the new range management policy while meeting the court-directed schedule under the NRDC suit.

The wilderness review schedule must be maintained to meet the ultimate mandate of the Federal Land Policy and Management Act of 1976 (FLPMA), and to assure that lands of nonwilderness character are available to full multiple use management as soon as possible.

Implementation and monitoring schedules will be developed immediately upon plan completion, and monitoring results will be used to evaluate progress toward plan objectives. Monitoring will also provide accountability for funds expended.

PART III — PROGRAM GUIDANCE

BLM has traditionally organized the management of the public lands on a program basis. These programs may encompass a particular kind of resource, such as wildlife or forestry, or a set of closely related administrative functions, such as lands and realty or cadastral survey.

As additional responsibilities have been placed on the Bureau by changing conditions and new legislation, the number of programs has increased. The newer management thrusts are exemplified by wilderness review, associated withdrawal review and intensified minerals management.

This section provides planning guidance specific to each major resource or functional program. Although this guidance is program specific, the intent is interdisciplinary. Each program leader was asked to prepare the guidance with the basic needs of other programs in mind. Their drafts were then subject to interdisciplinary review and revision.

LANDS AND REALTY

Introduction

The lands and realty program is responsible for land pattern adjustment, (i.e., sales, exchanges and jurisdictional transfers) and public land use authorizations, (i.e., rights-of-way, agricultural leasing, commercial or industrial leases, etc.) and performs the actual title transfers or use authorizations, insuring compliance with any stipulations.

Many of the new land management thrusts for the Bureau, as defined by FLPMA, are addressed in the charter and role of this program. In addition, many of the top priorities in land management for the present administration relate to it. Among them are the "Good Neighbor Policy," Asset Management and Land Pattern Review, State Indemnity Selection, Corridor Planning, Agricultural Development and Access.

During the past two years, the tempo in both land adjustment and land uses has increased substantially. At the current time, these programs represent about 10 percent of the Montana BLM land and resource management workload.

Land Pattern Review and Land Adjustments (Sales, Exchanges, Jurisdiction Transfers)

Program Overview

The BLM has been concerned with the need for land adjustment for many years. The 8.4 million acre public land pattern in Montana and the Dakotas is characteristically fragmented, and typically consists of lands left over after the most desirable areas were placed in private ownership. Some 2.5 million acres exist in a scattered pattern of relatively small tracts from 40 to 160 acres in size.

Also in Montana there are about 2,000,000 acres of lands once homesteaded but sold back to the government during the depression years. Additional large but fragmented areas of split mineral estate occur, particularly in eastern Montana and the Dakotas. Some of these areas are underlain by minable coal deposits and/or have oil and gas development potential. The remaining public lands occur in relatively large tracts but, it is usually only coincidental when the BLM lands are in a pattern conducive to ease of management or optimum utilization of the resources.

The BLM is authorized to enter into land adjustments through the Federal Land Policy and Management Act of 1976 (FLPMA) and other public land laws. The principle also applies to adjustments in the mineral

estate of lands, particularly where there is a split estate situation with federally owned mineral estate and privately owned surface, or vice versa.

Major types of land adjustment concerning the BLM in Montana and the Dakotas are:

1. BLM/Forest Service jurisdictional transfers
2. State Selection
3. State Exchange
4. Complex Multi-party Exchanges
5. Regular Private Exchange
6. Acquisition
7. Public Sale
8. Community Expansion
9. Withdrawals
10. Mineral Exchanges

In utilizing the mechanisms for land adjustment, we should be especially concerned with improving land usage by the public, and improving management of public values and resources by the managing agency. This involves more than simply blocking up the land pattern and disposing of isolated parcels. The Bureau's adjustment decisions should be made after thorough analysis and study of land use potential including the following long-term objectives for management.

Objectives

1. Identify and transfer those public lands which could attain a higher and better use in the private sector or if managed by another public agency.
2. Retain those public lands with identified public values; acquire (primarily by exchange) other lands critical to public land management objectives.
3. Adjust the BLM land pattern to get the most public value for the money invested.
4. Continue ongoing land adjustment projects, including in-lieu selections, state and other exchanges, BLM/FS jurisdictional study, etc.
5. Full disclosure and public review and involvement would be accomplished under the requirements of FLPMA, NEPA, and other related legislation.
6. Identify and adjust lands where that adjustment will satisfy the objectives of both the public and private sectors.

Public lands will be identified in three broad categories—Disposal (sale, transfer or exchange), Retention, and Further Study—to provide for the implementation of the long-term adjustment program. The proposed program has four phases: (1) Development of criteria for categorization of public land and selection of lands, primarily through exchange. (2) The delineation of present public lands into the three general categories. (3) Plan amendments and environmental analyses will be done on the categories. These documents will be subject to public review and a call for interest in exchanges or sales will be issued. (4) Identification of priority areas to begin sale or other disposals in 1984 and continuing.

This program is designed to meet FLPMA and NEPA requirements, and to use present BLM land use planning mechanisms effectively in reaching land adjustment decisions. The overall goal of the program

is to improve public land management through a variety of methods, including sale, exchange, or other methods of transfer.

Land Pattern Review Criteria

The public lands subject to these criteria are those lands, minerals, or interests in land administered by BLM. Criteria are presented to assist in categorizing the public lands for retention, disposal, or further study. Criteria are also provided to facilitate the selection of lands to be received in exchanges or other types of acquisition. The criteria range from specific to general and are designed to provide direction for statewide consistency while allowing the manager flexibility in identifying circumstances which dictate the category in which lands can be placed.

- A. Retention — These are lands which will remain in public ownership and be managed by BLM. BLM is interested in exchanges to improve manageability of areas important with public values. Although the underlying philosophy is long term public ownership, minor adjustments involving sales and exchanges of lands may occur when the public interest is better served.
 1. Areas of national environmental significance, including but not limited to:
 - a. Wilderness, Wilderness Study Areas and Former WSAs being Studied for Protective Management
 - b. Wild & Scenic Rivers
 - c. National Scenic & Historic Trails and Study Trails
 - d. National Conservation Areas
 - e. Wetlands and Riparian Areas under Executive Order 11990.
 - f. Other Congressionally Designated Areas and Study Areas
 - g. Wild Horse Management Areas
 - h. Areas of Critical Environmental Concern
 2. Areas of national economic significance including, but not limited to:
 - a. Designated Mineral Resource Areas where disposal of the surface would unnecessarily interfere with the logical development of the mineral estate, e.g., surface minerals, coal, phosphate, known geologic structures, etc.
 - b. Public lands containing strategic minerals needed for national defense.
 3. Public lands used in support of national defense, including but not limited to National Guard maneuver areas.
 4. Areas where management is cost-effective or lands containing other important characteristics and public values which can best be managed in public ownership by BLM, including but not limited to:
 - a. strategic tracts along rivers, streams, lakes, ponds, springs, and trails
 - b. community watersheds and/or flood plains
 - c. wildlife priority areas as identified in Appendix I
 - d. important hunting or fishing areas
 - e. recreation sites and areas
 5. Lands with a combination of broad multiple use values which dictate they should be retained in public ownership and managed by BLM.

6. Areas where future plans will lead to further consolidation and improvement of land patterns and reduce the costs of management.
 7. Areas which the general public, state and local government consider suitable for permanent public ownership.
 8. Public lands withdrawn by the BLM or other federal agency for which the purpose of the withdrawal remains valid and the resource uses can be managed by BLM concurrently.
 9. Public lands that contribute significantly to the stability of the local economy by virtue of federal ownership.
 10. Public lands which provide public access and contain previously mentioned public values which, when considered together, warrant their retention.
- B. Disposal — These are lands identified for potential removal from public ownership through sale or exchange, or through transfer to federal, state, county or local public entities. In addition to land internally identified for disposal, BLM will respond to proposals from the public. Disposal decisions will be made in the public interest based upon the following criteria:
1. Lands specifically identified through land use plans for sale, exchange, transfer or Recreation and Public Purposes Act applications.
 2. Lands of limited public value.
 3. Widely scattered parcels which are difficult for BLM to manage with anything beyond minimal custodial administration.
 4. Lands with high public values proper for management by other federal agencies, or state or local government. Incorporate, when applicable, the objectives of the Secretary's Good Neighbor Policy.*
 5. Lands which will serve important public objectives (such as community expansion) as provided in FLPMA Sec. 203(a)(3).
 6. Lands where disposal would aid in aggregating or repositioning other public lands or public land resource values in retention areas to facilitate national, state and local objectives.
 7. Lands acquired for a specific federal purpose which are no longer required for that or any other federal purpose.
 8. Lands with long term unauthorized use problems, and are not required for specific public purposes.
 9. Lands where disposal would increase the range of economic opportunities provided to the general public.
 10. Lands in which the highest value or most appropriate long term use is agriculture, commercial or industrial development.

*The Secretary's program inviting state governors to participate in the nomination of federal lands needed by state and local governments and to expedite their transfer under the Recreation and Public Purposes Act.

12. Lands involved in BLM/FS jurisdictional transfer, state indemnity selections, ongoing exchanges will continue as initiated.
- C. Further Study — Lands that fail to clearly meet either retention or disposal criteria, will be subject to further study. Lands in this category will include:
1. Lands where disposition would pose questions as to consistency with other federal, state, local government or tribal land use plans.
 2. Lands under withdrawal review.
 3. Lands where less than full fee conveyance would reserve specifically identified significant public values to protect public interests.
 4. Lands where management is not cost-effective, but not clearly negative, and multiple use values are marginal.
 5. Lands where cooperative management best serves the public interest.
 6. Lands with potential for future public use—based on developing needs.
 7. Lands with potential for transfer under the Good Neighbor program.
 8. Lands in areas of public access deficiencies.
- D. Selection Criteria — Used to evaluate proposals which would result in the transfer of lands or minerals to the Bureau of Land Management through exchange or other transactions.

These criteria help to assure that any BLM decision to acquire a tract of land provides significant public benefits. The criteria range from "general" standards, against which to evaluate all proposals, to "specific" guidelines covering the selected or prioritized program areas.

These standards are designed to provide consistent direction, while allowing the line manager flexibility to meet local, state and national needs.

General Criteria

All proposals will be evaluated to determine if the selected lands will:

1. Facilitate access to areas retained for long term public use.
2. Enhance Congressionally designated areas, rivers or trails
3. Be primarily focused in the "retention" areas. Acquisition in "Further Study" areas or "disposal" areas will only be considered if the action leads to and/or facilitates long term needs or program objectives.
4. Facilitate national, state and local BLM priorities or mission statement needs.
5. Place emphasis where BLM land use or activity plans are completed. Proposals must facilitate implementation and/or be consistent with these plans.
6. Stabilize or enhance local economies or values.

7. Meet long term public land management goals as opposed to short term.
8. Be of sufficient size to improve use of adjoining public lands or, if isolated, large enough in scale to allow the identified potential public land use.
9. Allow more diverse use, more intensive use, or a change in uses to better fulfill the Bureau's mission.
10. Maintain or enhance important and recognized public land values. Especially noteworthy are identified, designated, special or high interest value areas.
11. Enhance the opportunity for new or emerging public land uses or values.
12. Contribute to a wide spectrum of uses or large number of public land users.
13. Facilitate management practices, uses, scale of operations or degrees of management intensity that are viable under economic program efficiency standards.
14. Secure for the public significant water related land interests. These interests will include lake shore, river front, stream, pond or spring sites.

Program specific land selection criteria are provided in Appendix I.

Corridor Planning

Program Overview

In May, 1982, the Governor of Montana, the State Director of Montana Bureau of Land Management, and Regional Forester of the Forest Service, Northern Region, signed an agreement on a coordinated approach to corridor planning and management in Montana.

To implement this program, a Montana Corridor Oversight Review Committee (CORG) was established by the State of Montana, the Montana State Office of the BLM, and the Northern Region of the U.S. Forest Service to ensure intergovernmental cooperation in timely review of (1) land management plans so that consistency is achieved with Montana corridor planning goals established in the joint report titled "Utility-Transportation Corridor Study for Montana: The Existing Situation and Options for Future Corridor Selection," and (2) major linear facility projects required by State and Federal statutes. The CORG is a four-member body composed of two representatives of the State of Montana, one representative of the Bureau of Land Management, and one representative of the U.S. Forest Service.

Program Direction (applies to Montana and the Dakotas)

In all cases, the existing linear facilities should be considered as possible corridor routes for future compatible facilities. The location of these facilities has been influenced by resource location, markets, land use, and topography. Valleys and low mountain passes have been most extensively used, since construction costs are lowest there, access is easy, and markets are easily reached.

Consideration must be given in areas of greatest concern to determine if the existing facilities are in the best location. Many may not be. If that is found to be the case, those routes should not be designated for future facilities. It must also be stressed that all linear facilities cannot follow the same routes. As an example, transmission lines can cross areas with much steeper topography than can pipelines or railroads. In addition, pipelines are not necessarily compatible with transmission lines since electrical

currents induced into a pipeline can cause holes to develop in the pipeline. Compatibility, or lack thereof, must therefore be assessed on a case-by-case basis.

Public domain lands should, when at all possible, remain available for use as linear energy and transportation facilities if these lands occur in critical areas between developed resources and centers where these resources are used and/or processed. In addition, if linear facilities can be located on public domain lands without greatly diminishing public values, they should remain available for such linear facilities development.

Utility-Transportation Corridor planning criteria prescribe a combined exclusion area, avoidance areas and window concept for identifying and selecting corridors in Montana. The following paragraphs define each category and then list appropriate planning criteria. The criteria are designed for application to all lands; however, the USDI-Bureau of Land Management, USDA-Forest Service and State agencies will only apply the criteria on lands within their jurisdiction. Local governments and other federal agencies have the option to consider these standards in their planning.

Each RMP shall include thorough consideration of the corridor planning criteria. The question of corridor planning through application of the exclusion area, avoidance area and window concepts shall be an issue covered in the scoping of each RMP.

- A. Exclusion Areas — Land areas determined to be unavailable for corridor allocation or facility siting.
- Include only those areas with a legal Congressional mandate that excludes linear facilities; example: National Wilderness lands.

Jurisdiction: USFS, BLM

- B. Avoidance Areas — Land areas that pose particular land use or environmental impacts which would be difficult or impossible to mitigate. (This may vary by type of facility.)

1. Areas where establishment and use of corridors conflict with land use/land management objectives.

Examples:

- Specially managed areas, such as areas designated for developed and primitive recreation, research natural areas, environmental education areas.
- Environmentally sensitive areas (certain wildlife habitat areas, faults, wetlands, slump areas, etc.)
- Archeological and historical sites
- Areas with specific visual objectives which conflict with facility placement
- Active coal mining units

Jurisdiction: USFS, BLM, State

2. Areas with special or unique values that have been accorded specific and sometimes protected management status through "legislative" action. These values conflict with facility placement.

Examples:

- National Recreation Areas (NRA)
- Wild, scenic, and recreational rivers
- Nationally classified trails
- State recreation areas

Jurisdiction: USFS, BLM, State

3. Areas which have been identified by local government bodies (within their jurisdictional boundaries) as not suitable for the placement of linear facilities.

Examples:

- Urban residential areas
- City parks

Jurisdiction: Cities, Counties

- C. Windows — Usually short, narrow passageways through constrained areas which are the most feasible potential locations for linear facilities, considering engineering and/or environmental factors.

Examples:

- Areas recognized as critical corridor segments because of physiographic or technical suitability.

Jurisdiction: USFS, BLM, State, Counties

- Restricted passages identified as a result of allocation for exclusion or avoidance areas.

Jurisdiction: USFS, BLM, State

- Existing critical corridor segments through sensitive areas, such as urban, residential areas or areas of intensive land use.

Jurisdiction: Mainly Counties, Cities, and State

Access

Program Overview

The existing pattern of public lands in Montana, with intermingled private and state ownership, presents a situation whereby true multiple use management cannot be realized. Access, both legal and physical, to these lands by Bureau personnel, contractors, licensees, and permittees, as well the general public is a basic requirement for multiple use management.

Access to public lands can be achieved by the following methods:

1. Existing state and county roads which traverse a particular tract of public lands.
2. Bureau owned or controlled roads for which the Bureau has acquired adequate legal rights across private or state lands (Permanent Exclusive Easements).
3. Existing public roads which are generally open to the public, but which have never been formally dedicated by a county government.
4. Roads over which the Bureau has acquired nonexclusive easements from owners of underlying land. In this case the ownership of the road remains with the individual landowner. The Bureau only acquires the right to use the road along with its agents, licensees and permittees. Rights for the general public are not obtained nor the right to construct or maintain the road with appropriated funds.
5. Verbal or written informal permission of the landowners to cross nonfederal lands in order to reach a particular tract of public land. Such permission could be withdrawn at any time by the landowner and would become invalid with the change of ownership of the private land.

The crossing of nonfederal lands by Bureau employees, its agents, permittees and licensees as well as the public in order to reach public lands without the use of one of these methods could be considered trespass. Consequently, prosecution under state law could be possible.

Program Direction

Legal and physical access needs must be identified by each of the resource programs. Possible means of acquiring necessary access is to be done in conjunction with the Lands and Realty Program in order to identify possible land exchanges which would provide legal access to specific tracts or areas. Access needs should be based on such factors as:

Size — The size of the public land tract is an important consideration. Larger tracts have a priority, but resource values could provide a legitimate basis for acquisition of access to smaller tracts.

Resource Values — It is a requirement that whenever products are sold from the public lands by competitive bid, guaranteed legal access to remove the product by the successful bidder must be provided by the Bureau. This includes timber products and mineral materials such as sand and gravel, but does not include coal or oil and gas, or any other mineral resource which is disposed of through leasing. It is also Bureau policy as stated in 43 CFR 8300.0-6 that "In cooperation with state and local government and private landowners, the Bureau of Land Management shall endeavor to provide for public access to public lands with outdoor recreation values." This would include lands with hunting and fishing values. Fire protection needs should also be considered.

Bureau Investment — Tracts of public land on which the Bureau has or will invest substantial funds for the purpose of improving the lands will require legal access, especially where the improvement will require constant maintenance or will also provide public recreational use.

For planning purposes, it will be a general policy that the Bureau will not attempt to provide access to isolated tracts which are less than 640 acres in size. However, resource values or investment cost could dictate that access to some isolated tracts be provided. Guidelines for evaluating other access criteria are:

Forest Management — Legal access must be provided to all stands of merchantable timber which are scheduled to be sold by competitive bid. [Regulation change to allow greater flexibility in guaranteeing access under consideration at this time.] This access may be in the form of a temporary easement across nonfederal lands in certain instances. However, permanent rights are to be acquired to all such stands where the need for continued access for subsequent timber sales or the management of other resources exist. The expenditure of appropriated funds for the purpose of constructing or maintaining roads which are not controlled by the Bureau is prohibited.

Recreation and Wildlife — Access is to be provided to rivers, water bodies, trails and tracts of public lands having significant values for outdoor recreation including hunting and fishing.

Minerals — Although the Bureau is not required to provide access to leasable minerals, the planning and acquisition of such access could go a long way in controlling the construction of multiple and unnecessary access routes within the same general area. The planning of major access routes across public lands for later construction either by the Bureau or subsequent mineral developers should also be considered in some areas.

The RMP should result in an identification, in more or less priority order, the tracts of public land which need legal and/or physical access. In some instances it may be necessary to reach a specific location; however, the actual route is to be left up to the access and/or construction activity planning.

Unauthorized Use

Districts should continue to work toward elimination of all unauthorized use on the public lands. District Managers must assign the amount of effort to be spent toward unauthorized use elimination based on their determination of the severity of the problems in each district.

Highest priority will be given to abatement of the following unauthorized uses (not necessarily in the order presented).

- new unauthorized activities/uses where prompt action can minimize damage and associated costs;
- cases where delay may increase damage to public land resources or may be detrimental to authorized users;
- unauthorized uses/activities involving special areas, sensitive ecosystems, and resources having national significance;
- malicious or criminal activities.

The land pattern review process will be used to determine the ultimate tenure of land where permanent unauthorized uses/activities have occurred (i.e., agricultural activities or occupancy). The retention — disposal — further study criteria will be applied in determining which of the following alternatives is preferred:

- A. Authorization under permit or lease
- B. Transfer to private ownership through exchange or sale
- C. Termination of the use and restoration of the land.

In the interim period before the land pattern review process is complete, temporary permits can be issued to authorize the use unless the District Manager determines the situation warrants immediate cessation of the use and restoration of the land, such as where irreparable damage is taking place.

Agricultural Development

National procedural guidance has been received and in-state policy is being formed for issue in 1983. It will be added to this document on completion.

MINERALS AND ENERGY

Program Overview

Three basic laws provide guidance and direction for the Bureau's Minerals Program. These are the Mining and Minerals Policy Act of 1970, the Federal Land Policy and Management Policy Act of 1976 (FLPMA), and the National Minerals and Materials Policy Research and Development Act of 1980. These mandate that emphasis be placed on improving our mineral assessment capability.

Improving our mineral assessment is essential in making multiple use resource allocations. The Bureau is charged with making public lands available for energy and mineral exploration and development. This includes strategic and critical minerals within the concepts of balanced use and development of the public land resources. The Bureau is also responsible to facilitate disposal of energy and mineral resources while considering such factors as economics, environmental protection, and balanced land use planning.

Minerals Assessments — Inventory

It is the continuing policy of the Bureau to recognize the mineral resource potential of the lands under its jurisdiction, especially those lands being considered for exclusion from operation of the public land laws, including the mining and minerals laws. This recognition must include an inventory of the surface and subsurface estate of sufficient detail to allow a management decision to be made that is based on the total resource values present.

Minerals resource values must be considered in each resource allocation decision, especially permanent or restrictive allocations or withdrawals which prevent the exploration, development, or production of mineral resources. In the case of a permanent or restrictive land use decision such as a wilderness recommendation, a comprehensive search of available data must be made. This will include interviews with industry and minerals professionals and a literature search. Where the results of this comprehensive search reveal that a geologic province is present which has characteristics favorable as a host rock, for either leasable, locatable, or saleable minerals material, a geologic reconnaissance field examination is required to supplement and support the original interview/literature search. Where the comprehensive search reveals that the lands are highly mineralized, and a decision can be made that a permanent or restrictive allocation should not be recommended, or where such search reveals that the lands have a very poor potential for any mineral resource values, a field examination is not required.

In many cases, to assemble sufficient data to provide a clear picture of the mineral resources in federal ownership it is necessary to obtain data about adjoining lands. The level of inventory or assessment data to be obtained from adjoining private estates is a matter of judgment best resolved by the plan project manager and the resource specialist addressing the particular circumstance.

As a general policy, the BLM will not conduct the full range of inventories on lands with private surface or private mineral estate. However, BLM will conduct the inventory necessary to apply such items as the unsuitability criteria required by the federal coal program, or necessary to make other mineral allocation decisions.

Coal Planning Policy

A. Policy for Coal Occurrence Areas That Have Not Been Designated As High or Moderate Potential

The planning decision concerning the coal resource is the identification of areas acceptable for further consideration for leasing in accord with 43 CFR 3420.2-3. The planning process usually includes only those areas that have high or moderate coal development potential identified by the Minerals Division of BLM.* However, in some planning areas coal is known to occur, but development potential has not been identified because of inadequate or unreliable data. It may be necessary for the plan to address this coal to identify areas acceptable for further consideration for leasing, if industry interest and program objectives warrant. Pertinent data on the coal resource is usually available in the literature and additional data may be obtained from private industry sources. In most cases, sufficient information is available to enable a minerals professional to identify areas of significant development potential. Identify areas which are likely to support the high or moderate rank to focus necessary planning steps. However these areas cannot be carried into coal activity planning for lease until formal determination has been made.

B. Application of Unsuitability Criteria

Unsuitability criteria are to be applied during land use planning to the fullest extent possible. If portions of the unsuitability process cannot be completed in the land use plan the areas affected may be carried forward pending further study. However, criteria application must be complete on a tract before it can be carried into coal lease activity planning.

In underground mining situations only small areas require the application of unsuitability criteria (facilities or subsidence areas). However, these cannot be identified until development plans are formulated. Therefore, unsuitability criteria will be applied to the general area of possible underground mining but only to the extent that data is currently available. The areas where data are insufficient to complete unsuitability application will be carried forward pending further study and the completion of firm development plans.

C. Conflict with Other Minerals

In areas where data demonstrate that significant oil and/or gas production would be lost if coal mining were permitted, development of the coal resource should be deferred until the conflict no longer exists. In such cases the Bureau's Minerals Division will provide technical advice. This would also apply when other minerals conflict with oil and gas production.

Wind Energy Potential

Plan decisions must take wind conversion potential into account when they involve land transfer or uses which would be incompatible with future development. The most obvious criteria for recognizing wind energy potential are high average wind speed, constancy, proximity to an electrical grid or use site, and minimal conflict with present land use and surroundings. Be open to information and expressions of interest from industry.

Geothermal Energy

Plan decisions must take the potential for geothermal development into account. Be open to information and expressions of interest from industry. Industry interest should stimulate Bureau investigation of the energy resource, potential resource conflicts and identification of mitigation measures.

*The mineral evaluation function is performed by the staff, formerly a part of the Minerals Management Service, which was incorporated into BLM on 12-3-82.

Hazard Reduction and Rehabilitation

The newly promulgated 3809 regulations in concert with state laws and regulations should move toward eliminating future abandoned mine related hazards. At present, however, no funding is available for inventory or elimination. Therefore, the interim policy is to address these items in the RMP and give appropriate attention to any known critical human hazard situation.

History of the United States

The history of the United States is a complex and multifaceted story. It begins with the first human inhabitants, who arrived on the continent thousands of years ago. These early peoples lived in small, nomadic groups, hunting and gathering for food. Over time, they developed more complex societies, with some groups building large, permanent settlements. The arrival of European explorers in the late 15th century marked the beginning of a new chapter in the history of the United States. These explorers, seeking wealth and new lands, brought with them diseases, technology, and a new way of life. The resulting interactions between the two cultures led to the formation of a new, distinct American identity. The United States emerged as a nation, with its own unique values, traditions, and institutions. This process of nation-building was not without challenges, as the country grappled with issues of slavery, civil rights, and economic inequality. Despite these struggles, the United States has emerged as a powerful and influential nation, shaping the world as we know it today.

The history of the United States is a story of resilience and innovation. From its humble beginnings as a collection of small, isolated communities, it has grown into a global superpower. This growth has been driven by a combination of factors, including a strong sense of national identity, a commitment to democratic principles, and a willingness to embrace change. The United States has been a leader in many fields, from science and technology to art and culture. Its influence is felt around the world, as it has shaped the course of human history in profound ways. The story of the United States is a testament to the power of the human spirit and the potential of a free society.

The history of the United States is a story of progress and achievement. It is a story of a nation that has overcome countless challenges and emerged as a beacon of hope and freedom. The United States has been a pioneer in many areas, from the development of the industrial revolution to the space age. Its commitment to innovation and progress has led to some of the most significant advances in human history. The United States has also been a champion of human rights and democracy, standing up for the oppressed and the marginalized. Its values and principles have inspired people around the world, leading to the formation of many other nations. The history of the United States is a story of a nation that has made a difference in the world, and that continues to do so today.

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GRAZING MANAGEMENT

Vegetation and Soils Inventories for RMP/EISs in Montana and South Dakota

The Federal Land Policy and Management Act of 1976, requires the preparation and maintenance of an inventory of "all public lands and their resources and other values." The Grazing Management Policy in W.O. Instruction Memorandum No. 82-292 also requires minimum standards for inventory of:

- (a) order three soil surveys
- (b) ecological range site mapping
- (c) ecological (range) condition
- (d) range suitability

Nearly all of the better blocked public land areas have this level of inventory available at this point in time. These inventories, required by law and policy, are for forage allocation. In contrast, W.O. Instruction Memorandum No. 82-644 requires that a cautionary statement be added to all grazing EISs stating, in part, that while vegetation data are adequate for purposes of planning and analysis, they must be supported by results of monitoring studies.

No new inventory starts will be authorized or funded in FY83. Existing resource information will be used where available. This policy is due to anticipated budget constraints, the amount of inventory data already available and the requirements for monitoring contained in W.O. Instruction Memorandum No. 82-644.

Criteria for Categorizing Grazing Allotments

The final Grazing Management Policy (W.O. Instruction Memorandum No. 82-292) requires that we assign management priorities among allotments or groups of allotments within a planning area. It provides for placing similar allotments into one of three categories based upon our current objectives to: maintain their current satisfactory conditions; improve their current unsatisfactory conditions; or manage the allotments custodially, while protecting current resource values.

Specific category criteria are:

Maintain Category Criteria

- Present range condition is satisfactory
- Allotments have moderate or high resource production potential, and are producing near their potential (or trend is moving in that direction)
- No serious resource-use conflicts/controversy exist
- Opportunities may exist for positive economic return from public investments
- Present management appears satisfactory
- Other criteria appropriate to EIS area

Improve Category Criteria

- Present range condition is unsatisfactory
- Allotments have moderate to high resource production potential and are producing at low to moderate levels
- Serious resource-use conflicts/controversy exists
- Opportunities exist for positive economic return from public investments

- Present management appears unsatisfactory
- Other criteria appropriate to EIS area

Custodial Category Criteria

- Present range condition is not a factor
- Allotments have low resource production potential, and are producing near their potential
- Limited resource-use conflicts/controversy may exist
- Opportunities for positive economic return on public investment do not exist or are constrained by technological or economic factors
- Present management appears satisfactory or is the only logical practice under existing resource conditions
- Other criteria appropriate to EIS area

Our initial efforts at categorization in Montana indicate that these criteria are good; however, there has been some problems in determining whether an allotment should fall within the "Maintain" or "Custodial" category. While acreage is not a specific criteria, manageability is important with both size of the public land parcel and/or relative amount of public land within a pasture being the constraining factors.

It will be our policy in Montana to use the basic criteria provided in I.M. No. 82-292 for categorization. In the event there is some question, manageability should be considered.

RMP/EIS Guidance

Recommended alternatives to be analyzed in the EIS are listed in W.O. IM 82-292, Encl. 1-18, as follows:

- Proposed action
- No action (current situation)
- No grazing
- Increased livestock use
- Decreased livestock use

Further direction on this subject is provided in W.O. IM 82-650 which says, in part:

1. The proposed action shall be the continuation of the present management situation based on the permittee's or lessee's active preference, previous year's licensed use, or average actual use. If no actions other than approval of grazing at current level are proposed, the proposed action would be the "No Action" alternative.
2. Additional alternatives shall be developed through BLM's planning system using any resource data available for the EIS area. One alternative may be developed around how the permittees or lessees would proposed the allotments to be managed. The agency's preferred alternative may be the proposed action or any of the other alternatives.

The "No Grazing" alternative will not be considered a viable option for an entire plan area because of our fragmented land pattern and required fencing which makes it unreasonable, economically and environmentally.

Examples of actions to be analyzed in the RMP/EIS are listed in enclosure 1-19 of the Final Grazing Management Policy, W.O. Im 82-292. Further guidance is provided below:

1. Make sure that all practices (structural and non-structural projects) which may be developed are discussed generically.
2. Emphasize grazing management systems to correct vegetation problems, where technically and economically feasible.
3. Discourage projects which are expensive to construct and maintain; i.e., catchments.
4. Identify types of vegetative conditions and approximate acreages which will require mechanical treatment.

Noxious Weed Control

The scoping and issue identification phases of the Resource Management Plan (RMP) process will identify the degree of public concern about noxious weeds on public lands and the need for additional inventory. If inventories and public input indicate that a control effort is required, alternative methods and levels of control must be considered. On areas where the weed problem is scattered over a variety of ownerships, BLM will consider control only if adjacent landowners (private, state, or federal) are also attempting to control weeds on their lands. Full consideration must be given to utilizing the concepts of Integrated Pest Management (IPM) outlined in BLM Manual 9220. Consideration must be given to the need for recurring control efforts on many species of noxious weeds. The total cost of control, even if accomplished over a three to five year period must be considered when evaluating the alternatives.

1. Have you had any previous surgery or medical conditions that may affect your ability to perform this task?

2. Do you have any current or past medical conditions that may affect your ability to perform this task?

3. Do you have any current or past medical conditions that may affect your ability to perform this task?

4. Do you have any current or past medical conditions that may affect your ability to perform this task?

5. Do you have any current or past medical conditions that may affect your ability to perform this task?

6. Do you have any current or past medical conditions that may affect your ability to perform this task?

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13. Do you have any current or past medical conditions that may affect your ability to perform this task?

14. Do you have any current or past medical conditions that may affect your ability to perform this task?

15. Do you have any current or past medical conditions that may affect your ability to perform this task?

16. Do you have any current or past medical conditions that may affect your ability to perform this task?

17. Do you have any current or past medical conditions that may affect your ability to perform this task?

18. Do you have any current or past medical conditions that may affect your ability to perform this task?

WILDLIFE

The RMP should be used to identify areas where special management is needed for the protection, improvement, or rehabilitation of wildlife and fisheries habitat. It will identify areas that must have special consideration at the activity plan level to be compatible with specific uses of the public land. All aspects of wildlife habitat should be considered in the RMP; however, the topics listed below represent problem areas requiring special attention.

Wetlands

The values of wetlands are many and varied. Wetlands have been significantly reduced in the past and the management of our remaining wetlands is a high national and Bureau priority.

Executive Order No. 11990, titled "Protection of Wetlands", directs each agency to preserve and enhance the values of wetlands in carrying out the agency's responsibility for land management, acquisition and disposal.

Guidance

The following guidance is especially important for eastern Montana and North and South Dakota which are in the Central Flyway.

The RMP will:

1. Identify wetlands and especially complexes of wetlands and their associated upland nesting areas, as high priority for retention and acquisition.
2. Ensure that all water-related construction adequately considers waterfowl production, especially island development.
3. Ensure that priority is given to providing nesting habitat adjacent to water bodies during the spring months.
4. Provide public access for recreational use of wetlands. Ensure that wetlands remain multiple use areas, with emphasis on waterfowl habitat.

Fisheries

Aquatic habitat is being altered and degraded at an increasing rate while fishing pressure is increasing. Fishing waters located on private land is becoming increasingly unavailable for public fishing.

Guidance

All management plans will consider the following:

1. Maintain high quality fisheries on public land.
2. Identify high quality fisheries as priority areas for retention and acquisition.
3. Improve and rehabilitate fisheries that are degraded.

4. Develop more fisheries particularly near population centers.
5. Provide public access to sport fisheries on public lands.
6. Ensure that water-related construction adequately considers the fishery resource.

Management for Sensitive Wildlife Species

A goal of federal land management is to maintain or increase populations of sensitive wildlife species. This will reduce the chances that they will require official listing as threatened or endangered species. Selection of these species shall be in cooperation with the applicable state wildlife agency as directed by BLM Manual 6840. Specific criteria for selection of these species will be forthcoming.

Combined Wildlife and Range Activity Management Plans (HMP/AMP)

In order to minimize conflict between livestock grazing and wildlife use, and to assure that permittees are conscious of both livestock and wildlife needs, habitat management plans and allotment management plans should be jointly developed (see Part IV, Coordinated Activity Planning).

All activity plans which deal with range management on public lands in Montana must also address fish and wildlife management. They will include specific objectives, actions and developments for domestic livestock as well as fish and wildlife occurring on public lands within the allotment for which the activity plan is being developed. Reportable units for projects, actions or developments will continue to be reported, funded or shared by each activity as in the past. In this manner, the livestock operator, the public and land managers will be more aware of and share in the multiple use of the public lands.

Woody Riparian Vegetative Systems

Areas which have a definite potential to support woody vegetation shall receive special management consideration. These areas, except in extremely unusual situations, shall be managed so as to promote substantial reproduction of all woody riparian species historically or currently found in the area. This reproduction must be at a level to assure that mature forms of woody vegetation will be sustained in a density commonly found in an improving, mature woody riparian area approaching good to excellent condition.

The BLM Manual (6740.23A1) establishes policy and procedures which shall be utilized in the protection of woody riparian areas. There are several ways of implementing this guidance in relation to the planning process, including:

1. The formation of specific objectives for the improvement and maintenance of woody riparian areas.
2. The utilization of interdisciplinary team specialists who will identify alternatives for protecting and managing these areas.
3. The determination of on-the-ground effects of the Bureau's actions by specifically monitoring and evaluating particular areas to determine if outlined objectives are improving or being maintained.
4. All actions causing definable adverse impacts to the areas will be minimized.

Prairie Dog Habitat Management

All prairie dog towns on public land will be inventoried and examined for presence of associated wildlife species including threatened or endangered species. The Bureau will cooperate where feasible with other agencies, universities and private groups to accomplish inventories and ecological studies.

The BLM recognizes the prairie dog ecosystem as an integral part of the prairie environment, and that its perpetuation should be consistent with multiple use management of public lands. The following policies shall apply in this regard:

1. Selected prairie dog towns will be maintained at a level to support a viable population of prairie dogs for public uses, including nature study, scientific research, photography, educational study and sport hunting.
2. Selected prairie dog towns will be maintained at a level to provide habitats for more than 20 associated wildlife species, six of which have been designated as species of special concern by Montana Department of Fish, Wildlife and Parks.
3. Selected prairie dog towns will be maintained at a level to provide habitat for species designated as threatened or endangered by Federal and State laws. Currently, the black-footed ferret is the only endangered species known to use prairie dog towns as their primary habitat. Public lands will be maintained to support at least one wild self-sustaining population of ferrets in each state as prescribed by the Fish and Wildlife Service's Blackfooted Ferret Recovery Plan.

Although some prairie dog towns may be managed primarily for wildlife and recreational values, others not selected for these purposes will be subject to multiple use management. Where prairie dogs are reported to damage public and adjoining private rangelands, the following policy shall apply:

1. Where it has been documented through field investigation that prairie dogs cause unacceptable damage to public resources, such as soil loss or destruction of vegetation, a variety of land treatments including prairie dog control will be considered for rehabilitating rangelands. Other treatments may include such practices as watershed improvements and manipulation of livestock grazing. Prairie dog control will be carried out by appropriate State and Federal agencies using techniques recommended by them and approved by BLM.

Sport hunting of prairie dogs, as permitted under State law, is recognized as a legitimate recreational use of public lands; hunters may be directed to towns approved for control.

2. Before control plans for any prairie dog towns can be approved by BLM, each town must be intensively inventoried for threatened and endangered species. If such species are present, any proposal for control must clearly demonstrate that it will not jeopardize the continued existence of the species or destroy or adversely modify its habitat.
3. All approved control plans will be fully coordinated with appropriate State and Federal agencies.

In the RMP process, the planning decision will be to designate, based on inventory and other pertinent information, the prairie dog habitat areas which fall into the following categories as described above: (1) public use, (2) maintenance of habitat needed for associated species, (3) maintenance of habitats for threatened or endangered species, (4) habitat areas where control is needed. More specific planning will then be completed when the Habitat Management plan is prepared.

The BLM recognizes that implementing this policy will require close coordination with Federal and State agencies and private landowners. These include, but are not limited to: Montana Department of Fish, Wildlife and Parks, Montana Department of Livestock, United States Fish and Wildlife Service, livestock operators on public lands, and private landowners whose property adjoins public land.

FOREST MANAGEMENT

Resource Management Plans will include a statement on the RMP's share of the allowable cut based on the appropriate BLM district as a sustained yield unit (SYU).

The allowable cut component will be determined by the following:

1. The normal time span for inventory and allowable cut calculation is 10 year intervals. However, budget constraints may lengthen this period or management needs may shorten it.
2. All commercial forest lands suitable for continuous production of timber will be included in the allowable cut base acreage. Forested lands to be managed exclusively for aesthetic, recreational, watershed, or other values based on Congressional and other administrative withdrawals will not be included in the acreage base used to compute the allowable cut. Whenever the acreage in the RMP excluded from the base for these reasons exceeds 25% of the productive timber acreage base, an analysis of restrictions shall be made subject to State Director review and approval. This analysis will be contained in applicable alternatives and impact portions of the RMP/EIS which are subject to State Director concurrence.
3. The allowable cut will reflect the effects of multiple-use management on lands suitable and available for timber production. Allowable cut timber production yields will be adjusted when other uses require modified cutting practices.

Any multiple use restrictions resulting in a reduction of 25% or more in allowable cut within the RMP area must have prior State Director approval.

4. The allowable cut will be adjusted periodically subject to future changes in land use and tenure.
5. On areas excluded from harvest of forest products subsequent events, such a fire or windthrow, or removal of salvage, may warrant timber harvesting. The nature of the exclusion will be the determining factor as to whether the affected area should be logged. Any timber so harvested will not be charged to the allowable cut.
6. The effect of planned silvicultural practices on timber productivity will be reflected in the allowable cut. When silvicultural practices used to compute the allowable cut cannot be accomplished within the planned time frame, the allowable cut will be adjusted to reflect the loss of volume attributed to those neglected practices. These include stocking control such as commercial and precommercial thinning, and rapid regeneration of non-stocked lands.
7. The unit of measure, i.e., board feet, cubic feet, etc., to be used in the planning of the allowable cut, must provide an accurate estimate of the wood produce objective. If the selected unit of measure differs from that which is used in the current timber sales program, it must be converted for the information of the public and serve to guide the timber sales program.
8. Trends in increased efficiency in the utilization of trees harvested must be incorporated in timber yield data and thereby recognized in the allowable cut.
9. Forecasts of present trends or future changes will be part of the allowable cut planning. The planning horizon will be flexible, with short horizons in some cases and long horizons in others. Normally, the second decade hence will represent the period upon which future practices are based. While no major development or innovations beyond this 20-year period will be assumed, the practices forecast to be in effect by this time must be considered as ongoing programs thereafter.

Forest lands considered nonproductive will be managed as woodlands when no overriding restrictions exist. The RMP will address management criteria for those lands.

Management of forest lands under the preferred alternative will be subject to existing appropriations.

Those RMPs proposed on areas not within a sustained yield unit or in areas that do not have an assigned allowable cut will utilize directions given above where applicable.

SOIL AND WATER MANAGEMENT

Soil Program Overview

Soil properties determine land capability and limitation of nearly all BLM activities. This includes watershed management, livestock grazing, mined land rehabilitation, timber production, wildlife use, fire rehabilitation, recreation facility location, road and trail location, and land exchange or sale.

The soils program is a support activity, providing: (1) soil identification data (through soil inventories and onsite examinations) and, (2) interpretation of soils data to, (3) determine and apply proper use and management of public land on an interdisciplinary basis.

Soil mapping is now sufficient to satisfy most planning needs. The tristate areas is about 95 percent mapped. Additional soil information will be collected to support other program thrusts, monitoring needs, projects (land treatments, seedings), and facility installation (reservoir construction, pipeline or road location, etc.).

Additional soil information collected for the above needs will usually be in the form for onsite inspection and/or laboratory analysis for the particular need at hand.

The soil program will provide basic support information on land use capabilities and limitation that will foster multiple use and sustained yield of the public land (as required by FLPMA, Sec. 302(a)).

The following thrusts should be considered by action programs during the planning process.

Soil Program Direction

1. Balance land use needs with resource capability (using soils as a key to identify capabilities). This will serve as a foundation for implementing multiple use and sustained yield.
2. Allocate vegetation for soil protection. A target level vegetative cover for soils will maximize water infiltration and minimize onsite soil erosion and reduce downstream erosion and flood damage.

Water Management

Water Availability and Development Planning

There is an increasing problem concerning water rights needed for activity plan implementation, mainly the Allotment Management Plan and Habitat Management Plan. In many areas of the state, there simply is not sufficient unappropriated water to satisfy all management needs.

Project delays and, in some instances, cancellations have resulted from lack of a thorough and timely analysis of water availability as a part of activity planning. This analysis consists of two parts: (1) the physical availability of surface water yield from the contributing watershed or aquifer and (2) the legal availability, which is water yield less the prior water appropriations which are dependent upon that contributing area.

A thorough knowledge of remaining water which is available for development must serve as the basis for determining the location, size and design of water development facilities that serve multiple resource management needs. The analysis of availability will be the basis for securing the necessary water rights.

Guidance

If securing of water rights is anticipated to be a problem in a given area, the nature of anticipated conflicts will be identified and described in the planning process.

Plan products should include the following:

1. A definition of the geographical areas needing water development planning and their priorities by drainage basin.
2. A list of the types of resource needs for water by area.
3. The availability of opportunities to explore for water purchase, or exchange, as options to appropriation.
4. An explanation of how the water development planning is to be accomplished and coordinated among other activity plans. Required public contacts should be listed.

The planning criteria should reflect that:

1. Water development planning will be necessary in areas that the State Water Management Agency or historical users consider to be water short or near fully appropriated.
2. Seasonal (e.g., irrigation season) as well as year around shortage problems must be considered.
3. Potential conflicts in terms of source type (reservoir, wells, etc.) and land location (alluvial bottoms, uplands, etc.) should be explored.

RECREATION

The Bureau has demonstrated a limited capability to obtain funds to sustain any kind of consistent recreation development programs.

However, we should take advantage of existing situations and capabilities to provide for future public needs. We are in a better position, in terms of skills and land pattern, than any other Federal agency to acquire recreation opportunities through purchase or exchanges. We have the capability to use the scattered tracts of public land as a trading base to acquire areas or easements for access. This is particularly true in locations where there is no single Federal reserve and where there are limited public use areas, whether State or Federal. Through acquisition the public will be provided use of such areas (described below) or they can be held for future public management options.

The RMP should identify access needs to recreation resources of national or state value. We would then be in a position to acquire such values when opportunities for purchase or exchange present themselves. Parameters of such a program are listed below, but generally, the objective is to provide both legal and physical access to strategic locations, with minimum acreage that will provide access and some area for use. The objective is not to block up new Federal recreation holdings or acquire the entire opportunity. For example, for river floating the strategic location could be—one access point per four hours of float or at highway crossings; for historic battlefields—one prominent viewpoint; or for National trails—one access point per 10-15 miles or at State highway crossing. Location and number of access points will depend on the significance of the value and the anticipated demand. Both of these should be determined through the planning system with public involvement.

New, fully developed destination type areas will not be provided by the Bureau in the tri-state area, unless there is a significant issue identified that suggests Bureau development. Generally, this type of facility will be recognized as being provided by other Federal or the State agencies.

The following are the parameters of the suggested recreation program. These are outside parameters and a general (not absolute) hierarchy from most important to lowest priority.

Opportunities beyond those listed can be identified and discussed in the RMPs, but should be looked on as recreation resources to manage on a custodial basis until some other agency, group or individual can be found to take over management. Such management can be by lease, cooperative agreement, or transfers.

Kinds of Ownership Actions We Will Take

1. Retention of public use areas and access routes (trail or motorized) to public lands involving the opportunities described below.
2. Acquisition of strategically located lands for public use of recreation opportunities described below. These can be through exchange, purchase, contributions or easements.
3. Acquisition of access to existing opportunities or strategically located lands for public use of recreation opportunities described below.

Generally, we will not assist the states or other Federal agencies in blocking up or eliminating in-holdings for recreation purposes unless public support and interest is generated during the planning effort.

Kinds of Opportunities on Which We Will Concentrate Our Efforts
(priorities are 1, 2, and 3; not the breakdown under each major head)

1. Existing nationally recognized resources (Congressionally designated):
 - A. Upper Missouri Wild and Scenic River
 - B. Lewis and Clark National Historic Trail
 - (1) Upper Missouri Wild and Scenic River segment
 - (2) Yellowstone River segment
 - (3) Upper Missouri River area
 - (4) Lower Missouri River segment
 - (5) Land based trail, Three Forks to Park City
 - (6) Marias River area
 - (7) Blackfoot River
 - C. Continental Divide National Scenic Trail
 - D. National Wilderness areas under BLM management.
 - E. National Conservation, Natural Historic or other special type areas (Pryor Mtn. Wild Horse Range).
2. Potential national values (designated by Congress for study):
 - A. Nez Perce Trail
 - B. Yellowstone River
 - C. North Country Trail
3. Statewide recognized values defined in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) as a Federal role or identified for cooperative management.
 - A. Recreation trails, waterways or rivers/streams with free flowing value (see SCORP Vol. 2, 1978, p. 149).
 - B. Other recognized recreation sites/areas, cultural, natural or scenic values under BLM management: Garnet, Fort Meade, and Square Butte.

Kinds and Levels of Development We Will Consider

1. Limited development/uncontrolled use. Development will be limited to identification through signs and maps of public use areas and access routes. Heavy reliance will be put on map handouts.
2. Primitive facilities where use exceeds natural carrying capacity. Development probably limited to parking, privy, and water access ramp on sites 10 acres or less.
3. Access development: Low standard (e.g., foot trails, ORV trails, or primitive roads).

4. Low level development site with camp unit, loop road, privies, water and other support facilities as necessary. Development will not exceed 20 units on site of 50 acres or less.

Off-Road Vehicle Designations

Formal designations will be made for areas where problems have been identified. Plans are to identify areas in which ORV use is restricted or closed. All other areas will be considered open and receive formal designation only when considered necessary by the District Manager.

Each activity specialist shall have the responsibility for considering ORV designation needs to protect his own particular resource values by using the following minimum set of planning criteria:

1. Damage caused by ORV use to soils, watershed and vegetation shall be minimized.
2. Harassment of wildlife or significant disruption of habitat shall be minimized.
3. Conflicts between ORV use and other existing or proposed uses for the same or neighboring public or private lands shall be minimized; e.g., wilderness.

The first step in the development of a new product is the identification of a market need. This is often done through market research, which can be conducted in a number of ways, including surveys, focus groups, and interviews.

Once a market need has been identified, the next step is to develop a concept for a product that meets that need. This is often done through brainstorming sessions with a team of designers and engineers.

The third step is to create a prototype of the product. This is often done using 3D printing or other rapid prototyping techniques. The prototype is then used to test the product's functionality and to gather feedback from potential users.

Once the prototype has been tested and feedback has been gathered, the next step is to refine the product design. This is often done through iterative design, where the product is refined through a series of small improvements.

The final step in the development process is to manufacture the product. This is often done through a combination of traditional manufacturing techniques and modern manufacturing techniques, such as 3D printing.

Once the product has been manufactured, the next step is to distribute it to the market. This is often done through a combination of direct sales and indirect sales, such as through a distributor or retailer.

The final step in the development process is to monitor the product's performance in the market. This is often done through a combination of sales data and customer feedback.

Once the product's performance has been monitored, the next step is to decide whether to continue to sell the product or to discontinue it. This is often done through a combination of sales data and customer feedback.

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CULTURAL RESOURCES

Program Guidance

Overview

The Cultural Resources program is concerned with managing the sites and plans of man's past activity, both prehistoric (archeological evidence of the people who lived prior to about 1800 A.D., leaving behind such remains as bison jumps, rock art, tipi rings, etc.) and historic (written and physical evidence since 1800 A.D., most commonly sites like homesteads, mining camps, battlefields, etc.).

There are two aspects to the program. One is a program role, where the resource is committed to and managed as one of the mix of multiple resources. The other is a support role, where cultural sites are considered during other Bureau actions, such as mineral leasing. In this latter aspect, one of three decisions is usually reached: the site is preserved and protected, the values it represents are protected through the use of mitigating measures, or the site may be expended because of overall public interest factors.

Specific Program Direction

Program role — The central facts for managing cultural resources within its own program, for the short and mid term, are small budgets to apply to large numbers of critical, significant sites. Planning, for the cultural program, must be innovative and well focused, and directed toward what is possible.

1. Do not plan for large-scale general inventories. Use inventory only to specifically add to the data base where there is a critical need based on known resources or a management area with finite boundaries.
2. Where possible, focus management where other resource values make a protective stance tenable, and management can be undertaken by others as well as cultural resource specialists (e.g., Upper Missouri Wild and Scenic River).
3. Where cultural resources are the only non-consumptive use to be managed, establish a well-documented reason for management commitment.
4. Use the Cultural Resource Use Evaluation System (Washington Office Instruction Memo 78-339) to allocate cultural resources for specific management treatment.

Support Role — Legislation and regulation define a role for cultural resources in the initiation of other Bureau actions. Generally, this means the evaluation and consideration of the effect of Bureau actions on National Register of Historic Places eligible cultural sites. The Plan for any geographic area should consider and contain at a minimum the following:

1. The magnitude of impacts a particular program may have on the cultural resource.
2. The level of cultural resource identification, evaluation, and resource treatment, consistent with the nature of impacts.
3. Reference to other Bureau documents (such as Memoranda of Agreement with the State Historic Preservation Officer) which give specific management direction to specific areas or for specific programs.

CULTURAL RESOURCES

Program Outline

Overview

The Cultural Resources program is designed to provide students with the knowledge and skills necessary to identify, evaluate, and manage cultural resources. The program is designed to meet the needs of the construction industry and the public. The program is designed to provide students with the knowledge and skills necessary to identify, evaluate, and manage cultural resources. The program is designed to meet the needs of the construction industry and the public.

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Specific Program Objectives

1. The student will be able to identify and evaluate cultural resources. The student will be able to identify and evaluate cultural resources. The student will be able to identify and evaluate cultural resources. The student will be able to identify and evaluate cultural resources.

2. The student will be able to manage cultural resources. The student will be able to manage cultural resources. The student will be able to manage cultural resources. The student will be able to manage cultural resources.

3. The student will be able to communicate about cultural resources. The student will be able to communicate about cultural resources. The student will be able to communicate about cultural resources. The student will be able to communicate about cultural resources.

4. The student will be able to apply cultural resources management principles. The student will be able to apply cultural resources management principles. The student will be able to apply cultural resources management principles. The student will be able to apply cultural resources management principles.

5. The student will be able to work with cultural resources management professionals. The student will be able to work with cultural resources management professionals. The student will be able to work with cultural resources management professionals. The student will be able to work with cultural resources management professionals.

6. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources.

7. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources.

8. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources.

9. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources. The student will be able to understand the importance of cultural resources.

SUPPORT PROGRAMS

Appraisal

An appraisal is a decisionmaking tool for managers and a vital link in the chain of events for many important Bureau functions. Since it is a basic support function, it does not generate its own work load. The Appraisal Staff provides the expertise for all areas of land and mineral appraisals. It is responsible for the total Bureau appraisal program in the states of Montana, North Dakota, and South Dakota. Organizationally, the Appraisal Staff reports directly to the Chief, Division of Technical Services, Montana State Office. Appraisals are only done after being requested by State Office Divisions, District Offices, or the State Director. Priorities are established by prioritizing activities which the appraisal would support.

Although a support function, appraisals are still critical to most Bureau operations. By statute, the State Director cannot acquire, sell, lease, rent, or exchange real property, or rights in real property, without first receiving a fair market appraisal. To avoid any suspicion of bias, appraisal has been set apart from management. Management requests and uses appraisals, but they have absolutely no influence on the evaluation process.

Cadastral Survey

A cadastral survey marks and defines the legal boundaries of a tract of public land by establishing monuments, or corner marks, on the ground and recording their location in field notes and plats. Upon official approval, these documents become a permanent part of the Public Lands Survey System (PLSS). There, they serve as both the legal basis for patents and other documents used for conveyance when public lands pass out of Federal ownership, and for overall administration and management of lands retained in Federal ownership. Lands retained in Federal ownership include all surface and subsurface interests (e.g., mineral interests) administered by the Secretary of the Interior through the Bureau of Land Management, even though the surface is owned or managed by another governmental unit or private owner.

Legally defensible boundaries are essential for the identification of ownership. They are needed to define management and use areas, to permit the development of resources without infringing on non-federal property, and to prevent trespass or the illegal use of federal lands, minerals and resources. Legal property descriptions are required for public land transfers, energy development, easement acquisition, timber sales, and grants of right-of-way. These transactions depend upon timely cadastral surveys.

As the Bureau has changed from a land disposal to a land management agency, the traditional task of defining land tracts for sale or transfer has changed as well. While the job of conducting rectangular surveys remains, cadastral surveyors also resurvey areas where markers have disappeared or where an original survey is questionable. They also conduct surveys to define areas for special protection and management.

In Montana, the original surveying is about 90 percent complete. Original survey work has been completed in North and South Dakota, and surveys are now undertaken only when there is a specific need for establishing boundaries, as, for example, when unsurveyed public land is being made available for state, local or private purposes. About 98 percent of the cadastral surveys in Montana, North Dakota and South Dakota are performed to support resource management programs. For the most part, this involves the maintenance work of resurveying, correcting fraudulent or grossly erroneous surveys, and locating deteriorated markers by reconstructing written and physical evidence. Resurveying in Montana, North Dakota and South Dakota is also planned to accommodate program priorities, such as defining forest boundaries for timber harvests.

Federal lands cannot properly be managed, protected or disposed of until surveyed. Legally defensible boundaries are all important to the wise use, classification, and management of public lands, and the proper disposal of their resources.

Construction and Maintenance

Construction involves three activities under the headings of building, recreation, and transportation. These three construction activities are project oriented and each project is justified for funding each fiscal year because funding is zero based.

Building construction provides office and warehouse space necessary for the BLM to provide multiple use management on public lands. Other buildings provided are fire lookouts, fire quarters, radio buildings, residential quarters, etc.

Recreation construction provides camping opportunities for use of the public on BLM lands. These range from standard campgrounds to day-use areas, visitor centers, and historical preservation projects.

Transportation construction provides access to public lands via the construction of roads, foot or horse trails, and landing strips; bridge construction is also a part of this activity. Road construction provides for timber removal, mineral investigation, and management, as well as providing public access for recreation.

Maintenance of existing facilities protects the public investment of each project constructed by the three activities. It also provides funds for hazard reduction on public lands, cleanup of undeveloped recreational sites, and safety inspection of bridges and large culverts.

Law Enforcement

Law enforcement, like other similar activities, functions in a support role for resource management programs. Viewed from the planning perspective, law enforcement can offer the greatest support in the areas of unauthorized use of public resources, vandalism of public property, and the education of land managers and the general public in prevention of such violations.

The primary function of the law enforcement staff is the investigation of suspected or known unauthorized use or violation against public resources and facilities. Additionally, special agents develop liaison with other components of the criminal justice system at all levels of government, provide training to Bureau personnel relative to law enforcement matters, and provide advisory support to the Bureau on enforcement affairs when required.

Suspected violations are forwarded to the State Director, who then makes a decision as to whether or not additional investigation by special agents is required. In making this determination, a number of factors are considered, such as the resources involved, the nature of suspected violation, capability, priorities, and the various laws relating to violations.

In many cases, the regulations are inadequate to satisfactorily address or provide sufficient legal remedies to solving problems encountered by the Bureau. When this occurs, criminal prosecution lines may be pursued.

Prevention can be achieved in resource management by all Bureau personnel who understand that resource areas have potential for violations and can anticipate when, where, and how these violations occur. If law enforcement principles are incorporated in the initial planning process, some violations will, no doubt, be prevented. Concurrent management tools include the timely and accurate reporting of suspected or known violations, followed by prompt and decisive law enforcement action and attendant public announcements.

PART IV — INTERDISCIPLINARY CONSIDERATIONS

INVENTORY MANAGEMENT

Resource information is vitally important to the success of Resource Management Planning and activity planning. The need for an organized approach to gathering and compiling resource information is apparent, considering the diverse nature of the inventory task.

Many disciplines are necessary to complete inventories and assemble data in a usable form. Determining needs, establishing standards for collection, and applying the results requires that all levels of the organization work on a unified basis.

Funding for inventories has been declining. This requires the selection of inventory methods which reduce costs and focus efforts on issues. Existing information must be utilized wherever possible.

The volume of inventories and other data require efficient systems for handling resource information. The Bureau must have the capability for filing and storage of inventory data so that it can be readily retrieved when needed.

Considering the above aspects of the situation, three categories were established to assist in the formulation of the guidance on this topic: (1) Management, Organizational and Coordination Aspects; (2) Inventory Analysis and Control; and (3) Management of Resource Information.

Management, Organization, and Coordination

The Bureau's approach to organizing inventory efforts is based upon the scoping and preplanning analysis work done at the onset of the planning process. The preplanning analysis, as it pertains to inventories, is documented through the "Project Planning Situation Analysis" (PPSA) document. In the document, inventories related to the Resource Management Plan are tailored to the identified planning issues. The result is a contract between management and specialists relating to the issues to be addressed, as well as the decisions to be reached and the data to be utilized in reaching those decisions. The latter involves agreement on the level of the inventory.

This is initially performed at the district level. The Project Planning Situation Analysis document is then made available to program leaders at the State Office level and will subsequently serve as the reference document for reaching agreement on the funding needs, expected work requirements, and as an indicator of the results expected from the planning process.

Any adjustments due to funding changes, changes of issues, or priorities are documented so that all BLM offices, State, District, and Washington, are using the same data information for a given plan.

The Analysis forms provide good documentation of resource inventory needs. If additional funding becomes available, the document will show specifically where the funds can be used. Conversely, when funding is inadequate, special reviews will be needed at some of the key scheduling points to insure that available funds are allocated to the highest priority issues or allocated only to problem areas where an inventory is most needed.

Again, management must be closely involved to assure that prioritizing is consistent with local needs as well as national and statewide goals and objectives.

Inventory Analysis and Control

The second category, Inventory Analysis and Control, involves insuring that inventories are designed to satisfy the objectives for which they are funded, using the Project Planning Situation Analysis forms described in IM-MT-81-57. In Resource Management Plans and the associated environmental assessments, inventories must be tailored to the issues. They must provide adequate information to the planning and environmental assessment team enabling them to consider and select the appropriate alternative(s) for each of the issues in question.

It will be the responsibility of the District Office to re-examine the preplanning analysis to see if adjustments are necessary after funding allocations are made in both fiscal years of the inventory phase. The following objectives should be kept in mind:

1. A risk analysis should be made of the alternative inventory types available which will provide the needed information. Consider using a lower cost inventory or a completed inventory that is older if the risk or reliability factor is not unacceptably high.
2. Risks involved in reducing intensities of a given inventory must be analyzed to determine cost and/or time savings (e.g., smaller samples or fewer transects).
3. The Bureau may need to re-evaluate the planning decision to determine if alternative exist for resolving the issue which would require less inventory.

Management of Resource Information

Much work is needed in the area of getting information, such as inventory and planning data, on maps in a reproducible form as opposed to the present use of overlays. A system is being developed as part of the Lands Records Management program by Automated Data Processing in Denver. This computer graphics capability should be developed between 1986 and the end of the decade. Until the implementation of this system, a familiarity should be developed with those services related to ADP, available in the State Office and field offices and used to improve efficiency and productivity during the interim.

The great potential of automated data processing systems is acknowledged by most people in the organization, but knowledge is limited on how to apply them to resource decisionmaking in a meaningful way. A key part of implementing the use of these systems, and a factor in making the use of high technology workable within the organization is the development of computer literacy not only by technical specialists but by all managers. This long term goal may be facilitated through the efforts of individuals to make better use of the technology available to us today. In the interim, planning documents and inventories will be maintained and updated utilizing existing processes and methodologies. This effort will be a part of and closely coordinated with the monitoring program.

TABLE 2
Key Inventory Schedule Points for A Resource Management Plan

Time	Critical Step	Prepared By	Reviewed By
(in relation to the 6-year Program/Budget process, RMP completion is in year +4)*			
1. Year -2, prior to program package preparation	Internal scoping. Assemble and review all existing inventory data. Pre-planning analysis work to outline the inventory program in enough detail to formulate input for year +1 the first year of inventory.	Area Manager and staff	District programming staff
2. Year -1, prior to program package	Pre-planning analysis work to firm up program package input for year +2 (the second year of inventory).	Interdisciplinary Team	Area Manager; District programming staff; MSO program leaders
3. Year -1, prior to preliminary annual work plan preparation (finalized prior to Annual Work Plan preparation) for the first year of inventory	Project planning situation analysis (P.P.S.A.) (tailoring inventories to the issues, IM MT-81-57)	Interdisciplinary Team	Area Manager; District programming staff; MSO program leaders
4. Year +1 (first year of inventory). After Annual Work Plan allocations of funds have been made for the first year of inventory	Review P.P.S.A. for the plan. Where allocations differ from requested amounts, adjust the P.P.S.A.	Interdisciplinary Team; Mgmt. in District	MSO program leaders
5. Year +2 (second year of inventory). After Annual Work Plan allocations of funds have been made for the second year of inventory	Review progress on inventories during the first year and review the remaining inventory needs. Consider the funding allocations received and make any needed adjustments in the P.P.S.A.	Interdisciplinary Team; Mgmt. in District	MSO program leaders

*The RMP is prepared in years +3 and +4 after inventories, if any, are completed.

PLANNING CONSISTENCY

Consistency Determination

Section 202(c) of the Federal Land Policy and Management Act of 1976 requires that the Bureau's land use plans be consistent with the plans of state and local governments and other federal agencies to the maximum extent the Secretary finds consistent with federal law.

The Bureau's planning regulations address this consistency requirement in more detail and, in addition, contain a number of very specific requirements for public participation, interagency coordination and subsequent documentation of these activities.

It is important that these interrelated actions be thought out during pre-planning to assure compliance and avoid duplication of effort. Specifically, when the public participation plan is developed, all governments or tribal units which may be impacted by our plan must be included on the mailing list. Scoping literature sent to them must include an explanation of "consistency" and our ultimate dependence on their review to identify areas of inconsistency.

As with all aspects of plan preparation it is very important that consistency efforts be documented and recorded (see 43 CFR 1601.3(e) and 1601.7-1).

Responsibility

State Office Responsibility

State office reviews will assure that consistency efforts have been made and documented, and will provide guidance for resolving inconsistencies.

District Responsibility

Since the Resource Management Plan (RMP) requires an interdisciplinary team effort, it is appropriate that each team member be conscious of the consistency mandate. The District Chief, Division of Planning and Environmental Assistance, the Area Manager, or Project Manager should be the coordinator for this effort although the ultimate responsibility rests with the District Manager (1601.4-2).

Memoranda of Understanding

Memoranda of Understanding frequently have a bearing on consistency between BLM plans and those of other agencies.

Therefore, it is important to review the files to determine what agreements are pertinent to a particular planning effort and what constraints, limitations, or obligations apply. In addition, there are usually several district level agreements which should be reviewed and referenced when preparing the RMP action plan. Those agreements relating to the planning effort should be reviewed again when the plan alternatives have been prepared. At that time, inconsistencies relating to specific alternatives may be recognized.

State Laws and State Coordination

Program specialists should strive to become familiar with state laws and regulations which affect their programs, so that proposed decisions inconsistent with these laws can be avoided.

The Montana State Office BLM, USFS Region I and the Montana Governor's office now have a single individual in each office designated to coordinate mutual planning reviews. Planning reviews between BLM and the states of North and South Dakota will be coordinated by the Dickinson and Miles City districts respectively. The Montana State Office will assist as requested. This process is described in Instruction Memorandum No. MT-82-291 of August 18, 1982.

Regulations provide that the Bureau's ultimate responsibility for plan consistency is limited to cases where state, local and tribal governments have provided written notification of such inconsistencies (see Section 1601.4-3(c)). This, however, does not relieve BLM from a good faith effort to keep such governments informed of plans and to identify and resolve known inconsistencies whether or not there has been formal notification.

Officially Approved and Adopted Resource Related Plans

Review and compliance with officially approved and adopted plans should, in most cases, be relatively straightforward. The most common plans to review will be from other federal agencies such as the Forest Service, Soil Conservation Service, Park Service, and Fish and Wildlife Service. Particular attention must be paid to broad plans such as the National Register of Historic Places or National Natural Landmark program. Any significant failure to achieve consistency should be carefully documented and reported to the State Office so that the issues may be resolved (1601.4-1(c)(iii)).

All resource management agencies at the federal and state level and all counties and municipalities are to be consulted for the existence of approved plans within the planning area. Likewise, tribal governments within or adjacent to the plan area need to be contacted to determine if approved plans exist.

Officially Approved and Adopted Resource Related Policies and Programs

In the absence of formal plans, the Bureau is to be consistent with officially approved and adopted resource related policies and programs.

Before BLM plan provisions are altered to achieve consistency with a policy or program of another government agency, an official statement of their policy or program must be available in writing.

Resolution of Inconsistencies

If inconsistencies involve BLM plan elements which are required by federal law or regulation, the Bureau's proposed action will prevail. If the inconsistency involves discretionary actions and the Bureau can (1) reach its objectives by alternative methods which are consistent, or (2) the BLM objectives are of minor importance when compared to the provisions of the adjacent plans, then the BLM plan should be altered to conform.

There will no doubt be cases where alteration of a BLM plan proposal to achieve consistency with another agency, although legal, would result in the loss of some significant public value or have an undesirable effect on a BLM program. Consultation between the District Manager and the conflicting planning authority should explore all feasible ways to resolve these inconsistencies. If a mutually satisfactory resolution is not achieved, the manager must then decide whether to alter the BLM plan accepting less than optimum decisions, or proceed with the proposed decision despite the inconsistency. If the latter course is chosen, his reasoning should be well documented because of the possibility of the inconsistency being protested under provisions of Section 1601.6(d) and (e).

COOPERATIVE PLANNING

The Bureau is required by law to cooperatively plan for the management of the land resource entrusted to it. While the concept of cooperative planning is not new, in recent years various programs have been given definite direction with respect to public participation, interagency coordination, and obligations for consistency with other government entities' plans and policies.

In addition, the Secretary of the Interior has stated his strong desire that the Bureau implement a "good neighbor" policy which recognizes and meets local and regional needs as well as national requirements. The guidance in this document is intended to provide a framework for the expression of the good neighbor policy with respect to cooperative planning by the Bureau in Montana and the Dakotas.

State Office Role

Planning regulations specifically provide for the State Director to coordinate with and seek advice from federal agencies, state governments, and Indian tribes (Planning regulations, 43 CFR 1601.41(a)). Written agreement between the State Director and Governors regarding State participation in BLM planning are to be sought (1601.41(b)). The State Office is to provide the Districts with a cooperative environment within which on-the-ground cooperative planning can be realized. The present policy is to continue to review, update, and, where necessary, to revitalize regional and State cooperative relations. A State level Natural Resource Policy Committee, composed of management from the State of Montana, BLM, and the U.S. Forest Service has been formed. Additional State Director guidance may result from these cooperative planning efforts.

District Office and Resource Area Role

While recognizing State Office obligations for policy oriented cooperative relations, detailed planning coordination should be focused in the field where resource planning and land management actually occur. It is the RMP/EIS project team, Resource Area/District Managers, and resource specialists who are the working focal points for the operational aspects of cooperative planning. These key persons will maintain working communications with all of their affected local counterparts in other agencies and governmental groups. These communications may be formalized through cooperative agreements, if such agreements would clearly contribute to the attainment of Bureau goals. When executed, such local agreements must contain sufficient specific detail necessary to make the document effective. It is State Director policy that these cooperative working agreements be executed at the most basic line officer level. District Managers should encourage their Area Managers to assume the primary role, where this would be appropriate.

The following chart provides general guidelines for State Office and District Office responsibilities for coordination of planning activities with other federal, state, local governments, Indian tribes, and affected private landowners.

State Office

Federal Regional or Federal
State offices, including
adjoining BLM State Offices

State level Departments

Intertribal Organizations

District Offices/Resource Areas

Local offices of state and
federal agencies, including
adjoining BLM districts

County and city governments
and multi-county agencies, e.g.,
Resource Conservation and
Development Committee (as
sponsored by the Soil
Conservation Service)

Indian tribes

Affected private landowners

Cooperative Planning-Sequencing

In the pre-planning analysis phase or issue identification stage, the following steps should be taken:

1. The project leader will identify and contact all governmental entities potentially affected by the contemplated plan. This contact should determine if there is any potential for cooperative planning and can simultaneously explain our consistency requirement and begin the interagency portion of public involvement.
2. The project leader should next determine if there are agreements with any of the affected agencies which would influence cooperative planning.
3. If mutual inventory needs or other specific coordinative goals including multiple agency public meetings are identified, this would be the appropriate stage in which to negotiate cooperative working agreements or define agency interrelationships and roles.

The Final RMP/EIS should contain a brief listing of each affected agency or group, a narration of their comments on the Draft (or lack thereof), and the findings on consistency. If the Final contains clear prospects for future cooperative program activities, preliminary discussions and negotiations should be initiated by the District or the State Office if the State Director would normally sign it.

The Protest Period, Implementation, Monitoring and Evaluation Stage is the appropriate time to execute program-related local cooperative agreements. Some of these may require that "umbrella" agreements specifying management objectives be negotiated and signed by the State Director.

Use of Agreements in Cooperative Planning

An agreement should only be executed when such a document would clearly contribute to the attainment of specific Bureau goals. Agreements should not be signed and forgotten. They must be "living" documents, forming the basis for an active exchange between the BLM and other agencies.

There should be no questions about the appropriateness of an agreement; if there is, the agreement should not be completed, especially in instances where (1) the other party has reservations, or (2) the goals or objectives have not been adequately defined.

Cooperative agreements of any type executed primarily for policy definition or statement, as opposed to procedural agreements, will be signed by the State Director.

Locally (BLM District or Resource Area) prepared and executed cooperative agreements must be approved before final signature by either (1) the Chief, Division of Resources for specific program agreements, or (2) the Chief, Division of Planning and Environmental Assistance for cooperative planning agreements.

Every cooperative agreement must contain a provision for periodic review which would lead to either (1) cancellation, (2) automatic expiration, (3) renewal, or (4) renegotiation.

Coordinated Activity Planning

Because of the need for activity planning for two or more different resources, often on the same land, it would seem logical to develop one activity plan for that area which would include all resource values. However, the typical situation on the ground has made it necessary to formulate activity plans using a "staged" approach, a policy which has also been advocated by the Washington Office. The reasons why it is often not feasible to prepare one activity plan are listed below:

1. The inability to define a common boundary that will fit all resources.
2. Resource priorities vary from area to area.
3. All resources are not funded at levels making it possible to participate fully at the same time.
4. Varied public input and political pressures.
5. Guidance by resource is issued at different stages of activity plan development.
6. Many activity plans have outside interest as participants, e.g., the livestock operator for AMPs and the state wildlife agency for HMPs.

Guidance

It will be Montana's state policy to insure that land use planning decisions consider activity plan needs to the extent possible to void excess commitment of resources in an area.

All activity planning will utilize an interdisciplinary approach. Each plan will contain a written section to cover each BLM resource program discussing the consideration given, the measures taken to promote, protect or conserve that resource or a statement of "non-affect."

As a minimum, livestock grazing, wildlife and watershed will participate together in the development of objectives for any AMP, HMP or watershed management plan. Other programs which must also receive consideration will include recreation, visual, cultural, wilderness, natural history, fire management, land pattern adjustment, the transportation systems, and forest management.

FIRE MANAGEMENT

The BLM has the responsibility for fire management on public lands under its administration. Through cooperative planning with state and other federal agencies, BLM also shares the responsibilities for fire management on other lands. Specific details of the shared responsibilities vary with the situation, area and agency. Fire management includes all activities required for protection from wildfires together with the controlled use of fire to meet land management goals and objectives. Protection includes prevention, presuppression and fuel management activities, while controlled fire use includes management of a "prescribed fire" for the protection, enhancement and maintenance of resource productivity.

Guidance

Fire management must be incorporated into the Bureau's Resource Management Planning system and, ultimately, into specific Fire Management Plans.

The planning system is to be used to provide management a framework within which to consider fire and its implications on other resource values and/or other land use decisions. At a minimum, all plans must contain site specific fire protection levels, i.e., areas which will receive aggressive initial attack. In addition, the plan should identify areas that will utilize prescribed burning to meet or achieve forest management, range, watershed or wildlife management objectives, as well as describe areas where wildfires will be allowed.

Thereafter, a Fire Management Plan will be prepared. This is a source document where all fire land use decisions and resulting actions are consolidated. Fire land use decisions are developed by managers from stated policy, legal requirements, activity plans, and decisions arrived at through examination of the Bureau's planning process or interim objectives. The fire management planning area encompasses a planning unit, or a Resource Area, or another designated area where interim objectives have been established.

Fire management in the Resource Management Planning System should be considered in preplanning analysis and carried forward in activity planning if the issue needs resolution. Fire management will be provided for all lands in Montana.

The first step in the management of a business is to determine the nature of the business and the resources available. This involves a thorough analysis of the market and the competition. The next step is to develop a business plan, which outlines the objectives and strategies of the business. This plan should be flexible and adaptable to changes in the market. The third step is to implement the plan, which involves hiring and training staff, and establishing a system of control. The final step is to evaluate the performance of the business and make adjustments as necessary.

Conclusion

The management of a business is a complex task that requires a combination of skills and experience. The manager must be able to analyze the market, develop a plan, implement the plan, and evaluate the performance of the business. The manager must also be able to communicate effectively with staff and other stakeholders.

The manager must be able to identify opportunities and threats in the market and develop strategies to exploit opportunities and avoid threats. The manager must also be able to allocate resources effectively and efficiently. The manager must be able to motivate staff and create a positive work environment. The manager must be able to monitor and control the business and make adjustments as necessary.

The manager must be able to communicate effectively with staff and other stakeholders. The manager must be able to listen to staff and other stakeholders and respond to their needs. The manager must be able to explain the business plan and the strategies of the business to staff and other stakeholders. The manager must be able to negotiate with staff and other stakeholders and reach agreements.

The manager must be able to monitor and control the business and make adjustments as necessary. The manager must be able to collect and analyze data and use the data to make decisions. The manager must be able to set standards and measure performance against the standards. The manager must be able to identify areas for improvement and implement changes.

PUBLIC INVOLVEMENT AND PARTICIPATION

Public involvement and participation in land use planning and the management of public lands shall be conducted to the maximum extent practical. The authority and mandate for such activities is contained in the Federal Land Policy and Management Act of 1976 (FLPMA) and National Environmental Policy Act of 1969 (NEPA). Section 1601.3 of the Planning Regulations sets minimal standards and requirements for public participation.

Authority and responsibility for preparing and implementing public involvement and public participation plans is assigned (1) to District Managers, for programs and activities in their districts and, (2) jointly to the MSO Planning and Environmental Coordination Staff and the MSO Office of Public Affairs, for programs and activities conducted by the State Office. The Montana State Office's Public Affairs Office is also responsible for advice, materials and research designed to improve public involvement and participation. District Managers may obtain assistance and advice from the Public Affairs Office upon request.

Public involvement and participation plans are prepared (1) whenever required by law or regulation, or (2) whenever the District Manager or State Director determines it is necessary. Such plans will be prepared in a timely fashion to permit maximum time for obtaining and analyzing public comment.

There is no mandatory format for public involvement and participation plans. The scope and type of plan needed should be based on such factors as the level of public interest, the geographic area affected, and the anticipated duration of the issues involved. The philosophy for public involvement and participation plans is included as the narrative of the FY82 Public Involvement Public Affairs Plan, and will remain in effect. When developing a public involvement or participation plan for a program or project, this document should be reviewed as a first step.

Such plans should consider the following factors: (1) identification of interested and affected individuals, (2) identification of formal and informal communication networks; (3) identification of public issues and management concerns involved; (4) setting realistic participation objectives; (5) assignment of specific responsibilities; (6) provision for analysis of comments received; (7) provision for announcing the decision reached, including, if possible, information about how public comments were used; and (8) an evaluation of the effectiveness of the plan following completion.

SOCIAL AND ECONOMIC ISSUES

Economic and social methodology used in the RMP process must be tailored to fit the individual issues existing in each RMP area. This precludes the existence of a detailed "cookbook" approach that can be used in all areas equally effectively. However, there are several economic and social considerations which are common to virtually every RMP effort:

1. Changes in population and consequent impacts on public services.
2. Changes in employment opportunities.
3. Changes in personal income.
4. Attitudes toward alternatives.
5. Changes in social well-being (impacts to individuals as well as to communities).
6. Ranch budget analysis (if necessary).

BLM social scientists should analyze the above considerations through a two step process. The first step is a preliminary analysis to determine which items are significant in terms of each plan alternative. Step two then involves a full impact analysis of only those items which will be significantly affected. This process avoids unnecessary analysis of social and economic items which are not significantly impacted by the RMP alternatives.

The MSO Economic/Demographic (E/D) model is available to provide baseline (i.e., MSA) analyses and impact (i.e., alternatives) analyses. The model can be an effective tool in providing forecasts of economic (employment and income), demographic (population by age and sex) and public service impact (social impact analyses) at the regional, county and community level through the year 2005. It is especially effective for analyses of energy (coal/oil/gas) proposals on RMP's and other planning efforts.

Social analyses can be expedited if the field specialists keep written files of the local attitudes they encounter in the course of their field work. This will assist in scoping of attitudes and expectations when this effort becomes necessary in the course of the RMP. This can be augmented by maintenance of a public record consisting of newspaper articles, editorials, etc.

A methodology for assessment of social impacts to communities is available in the recently released "Guide to Social Assessment." The Guide provides a well documented methodology for examining impacts to communities' resources, social organizations and general well-being as a result of resource related activities. The Guide can be used to document social impacts from a broad spectrum of actions and is also useful in determining cases where social analysis is not necessary.

Additionally, a multiple use OMB approved survey is being developed which will enable BLM to ask specific questions regarding attitudes about relevant issues and alternatives.

SOCIAL AND ECONOMIC ISSUES

Factors and social indicators used in the 1992 report were the same as in the 1991 report. The 1992 report was the first to include a section on 'Social Indicators' and a section on 'Social Indicators'.

1. Changes in population and employment trends in the world.

2. Changes in the world economy.

3. Changes in the world environment.

4. Changes in the world culture.

5. Changes in the world's political and economic situation.

6. Changes in the world's social and economic situation.

The 1992 report also includes a section on 'Social Indicators' and a section on 'Social Indicators'. The 1992 report was the first to include a section on 'Social Indicators' and a section on 'Social Indicators'.

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Such values can be used to help people understand the world better. The 1992 report was the first to include a section on 'Social Indicators' and a section on 'Social Indicators'.

A methodology for selection of social indicators is provided in the report. The 1992 report was the first to include a section on 'Social Indicators' and a section on 'Social Indicators'.

Appendix A provides a list of social indicators used in the 1992 report. The 1992 report was the first to include a section on 'Social Indicators' and a section on 'Social Indicators'.

MONITORING

RMP monitoring consists of followup to determine if activity plans, rights-of-way, use authorizations, etc., are in conformance. District and area managers are responsible for assuring that these management actions are in compliance with the RMP. Compliance checks of on-the-ground management actions are a function of all resource programs (WC-39 Compliance). Program functional evaluations are also being scheduled to assist in this monitoring effort.

A national policy statement concerning renewable resource inventory and monitoring was issued on 4-16-82, W.O. Information Memorandum 82-169. As stated, the main objective is to detect the effects of management actions on the renewable resources. All seven policy items will be followed.

A rangeland monitoring policy was issued by MSO on 7-7-82, MT-82-258. This policy relates primarily to vegetation monitoring in support of the range, watershed, and wildlife programs. Twelve policy items are stated which include guidance on problem focusing, interdisciplinary coordination, and development of resource area and activity plan monitoring strategies. In addition, several manual sections have been prepared:

- 4400 — Glossary of Terms
- 4420 — Monitoring (basic guidance)
- 4421 — Planning for Monitoring
- 4422 — Actual Use Studies
- 4430 — Monitoring Studies (methods)

MONITORING

The purpose of this report is to provide a summary of the monitoring activities conducted during the period from 1 January to 31 December 1999. The report is organized into four main sections: Introduction, Monitoring Activities, Results, and Conclusions. The Introduction provides a brief overview of the project and the objectives of the monitoring activities. The Monitoring Activities section describes the methods used to collect and analyze data. The Results section presents the findings of the monitoring activities, and the Conclusions section summarizes the key points of the report.

The monitoring activities were conducted in accordance with the procedures established in the project plan. The data collected during the monitoring period were analyzed using the methods described in the Monitoring Activities section. The results of the monitoring activities are presented in the Results section, and the conclusions are summarized in the Conclusions section.

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- 1.00 - General Information
- 1.01 - Project Description
- 1.02 - Project Objectives
- 1.03 - Project Organization
- 1.04 - Project Schedule
- 1.05 - Project Budget
- 1.06 - Project Risks
- 1.07 - Project Status
- 1.08 - Project Conclusions

AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACECs)

ACEC Concept

The ACEC program is designed to recognize situations where specific management attention must be directed early in order to prevent irreparable damage to critical resources or public values (environmental or socio/cultural).

The ACEC process identifies areas having critical land management concerns for species protection, situation maintenance or hazard awareness. Through such a system the sensitivity of these areas will be analyzed before management decisions are made. The Bureau's Resource Management Planning System is the vehicle used in designating ACECs and in establishing management objectives.

An ACEC is highly dependent on circumstances or responsibilities under the Bureau's control. Every activity specialist has the responsibility to identify and recommend potential areas of critical concern for ACEC designation, and to propose management prescriptions.

ACEC Specific Guidance

An ACEC will only be proposed where there is a chance for irreparable damage to an environmental or socio/cultural situation, and where there is a need for special attention to critical values.

Each ACEC will be justified from a point of view of being critical; i.e., with the resource exhibiting a high risk of being lost within the short term. In all cases, the possibility of danger must be real and within the Bureau's power to control or prevent.

For each proposed ACEC, develop specific management objectives which will serve to guide management if it is later so designated. Proposed ACEC submissions will include written rationale outlining reasons why the area is considered.

Interim Management of ACEC

ACECs are identified as being "potential" until approved and designated through the planning system. Interim management of potential ACECs will be determined on a case-by-case basis by the District Manager. The District Manager will use the management objective, special management needs, and rationale received with the nomination as a guide to approve or disapprove non-related actions in the affected area.

APPENDIX I

PROGRAM SPECIFIC LAND SELECTION AND RETENTION CRITERIA

MINERALS

Retention: Guidelines for the retention of the mineral estate are fairly well described and are mandated under FLPMA. These require that the mineral estate will be reserved by the U.S. in all land disposals except in some cases where exchanges are involved. In exchanges, the mineral estate may be reserved by both parties presuming no material interference with development of the mineral resource due to disposal of the surface estate. If values are equal, title may pass with the surface estate.

Acquisition of the Mineral Estate:

1. Consolidation of mineral estate — from the minerals program viewpoint this is probably the most important reason for acquisition of the mineral estate. The primary criteria would be consolidation of holdings into a more attractive developable package. A good example of this is the currently contemplated "Meridian" exchange whereby checkerboard ownership would be consolidated into two potentially mineable tracts. This also provides a leasable block of coal which is much more desirable to a potential developer.

This concept can be applied to some deposits of phosphate, potash, oil shale and tar sands. It is difficult to envision that this approach would be useful for oil and gas or locatable minerals.

2. Acquisition in response to a federal project need, as in the case of a dam project. Criteria for this type of acquisition would generally fall under:
 - a. Where development of the federal project would preclude the mineral estate owner from exercising his right of development; or
 - b. Where the exercise of the mineral estate owners right of development would materially interfere with the federal project.
3. Acquisition mandated by law. The best example of this would be alluvial valley floors preclusion of mining coal which triggers a coal exchange.

LIVESTOCK MANAGEMENT

Enhance manageability and investment viability by selecting non-federal holdings in key allotments which will result in changing management emphasis from custodial to maintenance or improvement categories.

TIMBER MANAGEMENT

Focus priority on areas which are:

1. Classified as productive forest land (20 cubic feet of growth/acre/year) and are presently stocked.
2. Forty acres or more in size. If less than 40 acres in size, the area must be a logical logging unit by itself or significantly facilitate management of adjacent public land logging units.

3. Contiguous to or facilitate access to public forest lands.
4. Harvestable with no more than 25% of the commercial volume eliminated due to physical, biological or other land use constraints.

RECREATION

We will acquire access to significant public value areas.

1. National Values
 - a. Congressionally designated areas/rivers/trails
 - b. Congressionally designated study areas/rivers/trails
2. State Values
 - a. State recreation trails and water ways (see State Comprehensive Outdoor Recreation Plan; SCORP Vol. 2, 1978, p. 149) or those with interstate, state, and multi-county use significance
 - b. Other statewide and multi-county values
 - c. Retention blocks of public land where no access exists and where there are identified recreation opportunities; e.g., hunting, fishing, sightseeing, etc.

Acquire the minimum acreage necessary to provide for use as identified through planning and conforming to the above hierarchy.

WILDERNESS

Acquisition of in-holdings within the boundaries of Congressionally designated wilderness areas under BLM administration will be sought. Priorities are:

1. State inholdings through exchange only
2. Private inholdings by mutual agreement involving exchange, purchase, or gift

In the acquisition of access to designated wilderness areas highest priority will be:

1. where no access exists
2. where it is needed for proper management as identified in wilderness management plans

CULTURAL RESOURCES

Any cultural site to be acquired should meet the following evaluation standards of MSO Manual Supplement 8111.24:

1. High Research Value;
2. Moderate Scarcity;
3. Possess some other identifiably unusual values such as association with an important historic person or high aesthetic values; or
4. Contribute significantly to interpretive potential of cultural resources already in public ownership.

Strong consideration should be given to manageability. There are only a limited number of potential uses to which a cultural resource can be put (see IM 78-339). The principal use is probably research. Any site acquired for this purpose should be protectable and accessible. The second most important use may be some form of visitor or recreation use. Acquired sites in this case should be in areas also important to the Recreation Program unless they can stand on their own.

The major deciding factor for site acquisition after applying the basic criteria should be the potential for actively managing the site. Sites should not be acquired on scattered or isolated parcels unless they are of overwhelming cultural importance.

WILDLIFE HABITAT MANAGEMENT

We will retain and acquire land with significant wildlife values. Significant wildlife values are defined as (a) any area with characteristics in column 1 below, (b) any area with 2 or more characteristics in column 2.

Species	Column 1	Column 2
BIG GAME		
Deer	Critical winter range or known fawning areas.	Severe winter range.
Antelope	Essential watering and concentration areas.	
Bighorn Sheep	Lambing grounds or winter range.	Existing and potential range or transplant sites.
Elk	Critical winter range or known calving areas.	Severe or normal winter range.
Cougar		Popular hunting area.
Black Bear		Popular hunting area.
UPLAND GAME BIRDS		
Sage Grouse	Breeding (dancing ground), nesting and brooding areas of 40 acres or more.	Breeding, nesting and brooding areas 20 acres or more. Other sage grouse range 80 acres or more.

Species	Column 1	Column 2
Sharptail Grouse	Breeding (strutting ground), nesting and brooding areas of 40 acres or more.	Breeding, nesting and brooding areas 20 acres or more. Other sharptail grouse range 80 acres or more.
Turkey	Excellent hunting and production area 320 acres or more.	Essential habitat 40 acres or more.
Ruffed & Blue Grouse	Excellent hunting and production area 640 acres or more.	General habitat 300 acres or more.
Chukar	Excellent hunting and production area of 320 acres or more.	Good hunting areas 80 acres or more.
Pheasants	Excellent hunting and production, 320 acres or more.	Good hunting and reproduction areas 80 acres or more.
Grey (Hungarian) Partridge	Excellent hunting and production area 320 acres or more.	Good hunting and reproduction areas 80 acres or more.
Mourning Dove		Good nesting area 80 acres or more.
WATERFOWL	High production habitat or excellent hunting area.	Good reproduction habitat or good waterfowl hunting 40 acres or more.
RAPTORS	Active osprey, golden eagle or prairie falcon nest areas.	Important nesting habitat present. Winter concentration areas.
SMALL GAME		
Cottontail	Excellent hunting area.	Fair to good hunting areas.
FURBEARERS		
Otter	Verified occurrences.	Potential habitat
Mink, Muskrat	Excellent trapping area.	Consistently good trapping.
THREATENED AND ENDANGERED SPECIES		
Black-footed Ferret	Verified sightings, tracts, or scat.	Possible sightings and potential habitat.
Grizzly Bear	Lands containing grizzly population centers (Mgmt. Situation 1 and 2 Lands*)	Grizzly presence possible (Mgmt. Situation 3 and 4 Lands*)
Peregrine Falcon	Nests verified.	Sightings. Suspected aerie locations or potential introduction area.

Species	Column 1	Column 2
FISHERIES**	Access to class 1 or 2 streams**	At least 1/2 mile with public access and potential to become Class I, II, or III stream.
	1/4 mile or more of Class 1 or 2 streams** with public access or located immediately above or below public access.	1/2 mile or more of Class III stream immediately above or below public access.
	2 miles or more of Class III streams or with restoration potential to Class I or II** streams with public access.	
	Access to high quality lake fishery.	Area with public access has potential for high quality lake or pond fishing.
	Sites supporting known spawning or nursery areas which may be temporal in nature but important to downstream fisheries.	

*From Guidelines for Management Involving Grizzly Bears in Greater Yellowstone Area, USFS, NPS, 1979.

**Class of streams defined by Montana Department of Fish, Wildlife and Parks, 1980. Stream Evaluation Map State of Montana.

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1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that this is crucial for ensuring the integrity of the financial system and for providing a clear audit trail. The text states that without proper record-keeping, it would be impossible to verify the accuracy of the data and to identify any discrepancies or errors.

2. The second part of the document outlines the specific procedures that must be followed when recording transactions. It details the steps for entering data into the system, including the use of standardized codes and formats. It also describes the process for reviewing and verifying the entries to ensure that they are correct and complete. The text stresses that these procedures must be followed consistently and without exception.

3. The third part of the document discusses the role of the accounting department in maintaining the records. It explains that the department is responsible for ensuring that all transactions are properly recorded and that the records are kept up-to-date. It also describes the process for generating reports and providing information to management. The text notes that the accounting department must work closely with other departments to ensure that all transactions are properly recorded and that the records are accurate.

4. The fourth part of the document discusses the importance of security and access control. It explains that the records must be protected from unauthorized access and that only authorized personnel should be able to view or modify the data. It describes the measures that should be taken to ensure security, including the use of passwords, firewalls, and other security technologies. The text stresses that security is a top priority and that all personnel must be trained in proper security procedures.

5. The fifth part of the document discusses the importance of backup and recovery. It explains that the records must be backed up regularly to prevent data loss in the event of a disaster. It describes the process for creating backups and for restoring the data if needed. The text notes that backup and recovery is a critical part of the record-keeping process and that it must be done carefully and consistently.

6. The sixth part of the document discusses the importance of training and documentation. It explains that all personnel who are involved in the record-keeping process must be properly trained and that there must be clear documentation of the procedures. It describes the process for providing training and for creating documentation. The text stresses that training and documentation are essential for ensuring the accuracy and integrity of the records.

7. The seventh part of the document discusses the importance of regular audits. It explains that the records must be audited regularly to ensure that they are accurate and that the procedures are being followed. It describes the process for conducting audits and for addressing any issues that are identified. The text notes that audits are a key part of the record-keeping process and that they must be done thoroughly and objectively.

8. The eighth part of the document discusses the importance of communication and collaboration. It explains that all personnel who are involved in the record-keeping process must communicate effectively and work together to ensure that the records are accurate and that the procedures are being followed. It describes the process for providing communication and for collaborating with other departments. The text stresses that communication and collaboration are essential for ensuring the accuracy and integrity of the records.

9. The ninth part of the document discusses the importance of continuous improvement. It explains that the record-keeping process must be continuously improved to ensure that it is efficient and effective. It describes the process for identifying areas for improvement and for implementing changes. The text notes that continuous improvement is a key part of the record-keeping process and that it must be done regularly and systematically.

10. The tenth part of the document discusses the importance of compliance. It explains that the record-keeping process must comply with all applicable laws and regulations. It describes the process for ensuring compliance and for addressing any issues that are identified. The text stresses that compliance is a top priority and that all personnel must be trained in proper compliance procedures.

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